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THE FEDERAL FIRE PREVENTION AND CONTROL ACT

ORIGINAL
COMPLETED

HEARING

BEFORE THE

SUBCOMMITTEE ON
SCIENCE, RESEARCH AND TECHNOLOGY

OF THE

COMMITTEE ON
SCIENCE AND TECHNOLOGY
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

MARCH 12, 1986

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THE FEDERAL FIRE PREVENTION AND CONTROL ACT

TUESDAY, MARCH 12, 1986

HOUSE OF REPRESENTATIVES,
COMMITTEE ON SCIENCE AND TECHNOLOGY,
SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 2318, Rayburn House Office Building, Hon. Doug Walgren (chairman of the subcommittee) presiding.

Mr. WALGREN. Well, let me call us to order.

Today we are to consider the fiscal year 1987 budgets for two activities created by the Fire Prevention and Control Act, the U.S. Fire Administration and the National Fire Academy. The President's budget has, as in years past, proposed major reductions in funding in these efforts, including this year total elimination of the Fire Administration, elimination of the travel stipends and the lodging assist for the attendees at the academy, and cancellation of plans for the National Emergency Training Center West. We will certainly want to consider all of these suggestions carefully, both with regard to their cost effectiveness and what will be lost to the country in terms of lives and other values if these suggestions are accepted.

Certainly it is necessary to find ways to reduce Federal expenditures, but it is important to consider why the programs were considered in the first place and how effective they have been. Certainly the American people do not expect the Congress to be cutting off our nose to spite our face.

You may recall that the 1973 blue-ribbon panel report titled "America Burning" told us that this country has the world's highest rate of fire deaths per population. At that time we had an annual total of nearly 9,000 deaths and economic losses that were valued in excess of $11 billion a year.

The Fire Prevention and Control Act was passed to address this problem by establishing several programs, including those that are the subject of this hearing today.

Federal fire support, in terms of expenditures or support for fire programs, is much smaller now than it was when it began in 1975 and 1976 and the immediate years thereafter. And, yet, our losses to fire are still measured as among the world's highest, even though there are reductions that can be seen.

The numbers suggest that the money we have committed to the fire program has resulted in improvements. Statistics show that in

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real dollars losses due to fire have declined in each of the last 4 years. During that period, nonetheless, we have lost over $1 6 billion—no, I'm sorry—we have saved, if you were to project previous loss rates, we have saved 1.6 billion dollars' worth of America's value that would otherwise have been burned up, but did not burn.

In this area it is hard to make exact calculations, but the thumbnail measurements would indicate that it appears that that would lead you to a direct savings to the Federal Government in terms of taxes that were not written off against economic income. It would have saved us something in the range of $300 to $400 million in taxes. These are taxes that did, in fact, come into the Federal Government as a fair contribution measured against income that would not have come into the Federal Government had these losses been incurred by our economy as a whole. And while we were receiving the net benefit of about $400 million in taxes that were realized, we spent about $100 million of Federal revenue on fire programs.

That is the budgetary side. The side that really has no value, or has infinite value—on which a value cannot be put—is the fact that 2,000 fewer people died in fires during those 4 years than could have been expected to die at the previous loss rates for this Nation.

Now we certainly want to take that into full account when we consider suggestions that these programs be eliminated. The fortunate thing is that the Congress has a little wider range of budgetary discretion than is attributed to the internal budgeting process of the administration where many administrators are forced to live within, simply, the confines of the reach of their own budgets. But it certainly is the Congress' responsibility to measure, over a larger range of Government programs, what is cost-beneficial and what secures values that are—such as lives—that are so valuable that we really do not place dollars on them.

Well, we certainly want to look at this area carefully in that light.

Let me recognize the ranking minority Member from New York, the great fire State, New York.

[The prepared opening statement of Mr. Walgren follows:]

OPENING STATEMENT
HONORABLE DOUG WALGREN
AUTHORIZATION HEARING FOR THE
FEDERAL FIRE PREVENTION AND CONTROL ACT

SUBCOMMITTEE ON SCIENCE RESEARCH AND TECHNOLOGY
MARCH 12, 1986

TODAY WE ARE TO CONSIDER THE FISCAL YEAR 1987 BUDGETS FOR TWO ACTIVITIES CREATED BY THE FIRE PREVENTION AND CONTROL ACT, NAMELY THE US FIRE ADMINISTRATION AND THE NATIONAL FIRE ACADEMY. THE PRESIDENT'S BUDGET HAS PROPOSED MAJOR REDUCTIONS IN FUNDING IN THIS AREA, INCLUDING TOTAL ELIMINATION OF THE FIRE ADMINISTRATION, ELIMINATION OF TRAVEL STIPENDS AND NO-COST LODGING FOR ATTENDEES AT THE ACADEMY, AND CANCELLATION OF PLANS FOR THE NATIONAL EMERGENCY TRAINING CENTER WEST. WE WILL NEED TO CONSIDER CAREFULLY BOTH THE COST EFFECTIVENESS OF THESE PROGRAMS, AND WHAT WILL BE LOST TO THE COUNTRY IF THEY ARE REDUCED IN THIS WAY.

CERTAINLY IT IS NECESSARY TO FIND WAYS TO REDUCE FEDERAL EXPENDITURES. HOWEVER, IT IS IMPORTANT TO CONSIDER WHY THE FIRE PROGRAMS WERE STARTED, AND HOW EFFECTIVE THEY HAVE BEEN. YOU MAY RECALL THAT IN 1973 A BLUE-RIBBON PANEL ISSUED THE REPORT "AMERICA BURNING", TELLING US THAT THIS COUNTRY HAS THE WORLD'S HIGHEST RATE OF FIRE DEATHS PER CAPITA. AT THAT TIME WE HAD AN ANNUAL TOTAL OF NEARLY 9000 DEATHS, AND ECONOMIC LOSSES VALUED IN EXCESS OF ELEVEN BILLION DOLLARS. THE FIRE PREVENTION AND CONTROL ACT WAS PASSED TO ADDRESS THIS PROBLEM BY ESTABLISHING SEVERAL PROGRAMS, INCLUDING THE ONES WE WILL CONSIDER TODAY. THE FEDERAL FIRE EFFORT IS MUCH SMALLER NOW THAN IT WAS WHEN IT BEGAN. YET OUR LOSSES TO FIRE ARE STILL AMONG THE WORLD'S HIGHEST, ALTHOUGH THEY ARE MUCH LESS THAN THEY WERE IN 1973.

THE NUMBERS SUGGEST THAT THE MONEY WE HAVE COMMITTED TO THE FIRE PROGRAMS HAS BEEN WELL SPENT. FOR EXAMPLE: STATISTICS SHOW THAT, IN REAL DOLLARS, LOSSES DUE TO FIRE HAVE DECLINED IN EACH OF THE LAST FOUR YEARS. DURING THAT PERIOD, OVER 1.6 BILLION DOLLARS WORTH OF AMERICA WHICH WOULD HAVE OTHERWISE BURNED UP, DID NOT BURN. FIRM NUMBERS ARE HARD TO OBTAIN IN THIS AREA, BUT IT APPEARS THAT ONE EFFECT OF THIS CHANGE WAS THAT ABOUT $300 MILLION MORE IN TAXES WERE COLLECTED BY THE FEDERAL GOVERNMENT, WHILE ONLY ABOUT $100 MILLION FEDERAL OF FEDERAL MONEY WAS SPENT ON FIRE PROGRAMS DURING THOSE YEARS. STILL MORE IMPORTANT, ABOUT 2000 FEWER PEOPLE DIED IN FIRES DURING THOSE FOUR YEARS THAN IN THE PREVIOUS FOUR.

TODAY WE SHOULD ESTABLISH WHETHER THE FIRE ADMINISTRATION AND ACADEMY WERE RESPONSIBLE FOR A LARGE SHARE OF THIS IMPROVEMENT. IF SO, THEY HAVE ACTUALLY BEEN A NET PLUS FOR THE BUDGET, AT THE SAME TIME THEY HAVE BEEN SUCCESSFUL IN REDUCING OUR SHAMEFULLY HIGH DEATH RATE. WITH THIS IN MIND, LET US PROCEED.

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Mr. BOEHLERT. The Great Empire State——

Thank you, Mr. Chairman.

Of the proposed budget cuts for fiscal year 1987, the ones we are dealing with here today are among the most baffling.

In the U.S. Fire Administration and the National Fire Academy we have two small, yet effective, programs that save lives and property. That doesn't sound to me like the description of programs ripe for the chopping block.

I think by now we all know the argument for these cuts: that firefighting is a State and local responsibility.

But as the disturbing details of the report "America Burning" prove, States and localities can't go it alone. That's even truer now when many sources of aid to localities are drying up. The need for Federal support isn't just a hunch. When the Academy's Stipend Program was discontinued for a few weeks last year the cancellation rate was about 30 percent.

You don't need to understand any complex political or economic theory to see how foolish these cuts are. Two time-honored phrases will do.

The first is "penny wise and pound foolish." We'd save about $9 million with these cuts, but the lost lives and property that would likely result would cost far more.

The second phrase is "an ounce of prevention is worth a pound of cure."

These programs, along with the equally indispensable ones run by the Center for Fire Research, have been instrumental in improving fire prevention throughout the Nation.

It would be difficult to think of other Federal programs that have such a direct beneficial effect on everybody's lives. I strongly urge that they be preserved and strengthened, and I look forward to the testimony we are going to have this morning from our distinguished list of witnesses.

[The prepared opening statement of Mr. Boehlert follows:]

OPENING STATEMENT

HON. SHERWOOD BOEHLERT (R-NY)

HEARING ON H.R. 4252,

REAUTHORIZATION OF THE FY 1987

FIRE PREVENTION AND CONTROL ACT OF 1974

MARCH 12, 1986

MR. CHAIRMAN:

OF THE PROPOSED BUDGET CUTS FOR 1987, THE ONES WE'RE DEALING WITH HERE TODAY ARE AMONG THE MOST BAFFLING.

IN THE U.S. FIRE ADMINISTRATION (USFA) AND THE NATIONAL FIRE ACADEMY (NFA), WE HAVE TWO SMALL YET EFFECTIVE PROGRAMS THAT SAVE LIVES AND PROPERTY. THAT DOESN'T SOUND TO ME LIKE THE DESCRIPTION OF A PROGRAM RIPE FOR THE CHOPPING BLOCK.

I THINK BY NOW WE ALL KNOW THE ARGUMENT FOR THESE CUTS--THAT FIREFIGHTING IS A STATE AND LOCAL RESPONSIBILITY. BUT AS THE DISTURBING DETAILS IN THE 1974 REPORT AMERICA BURNING PROVED, STATES AND LOCALITIES CAN'T GO IT ALONE. THAT'S EVEN TRUER NOW WHEN MANY SOURCES OF AID TO LOCALITIES ARE DRYING UP.

THE NEED FOR FEDERAL SUPPORT ISN'T JUST A HUNCH. WHEN THE ACADEMY'S STIPEND PROGRAM WAS DISCONTINUED FOR A FEW WEEKS LAST YEAR, THE CANCELLATION RATE WAS ABOUT 30 PERCENT.

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YOU DON'T NEED TO UNDERSTAND ANY COMPLEX POLITICAL OR ECONOMIC THEORY TO SEE HOW FOOLISH THESE CUTS ARE; TWO TIME-HONORED PHRASES WILL DO.

THE FIRST IS "PENNY WISE AND POUND FOOLISH." WE'D SAVE ABOUT $9 MILLION WITH THESE CUTS, BUT THE LOST LIVES AND PROPERTY THAT WOULD LIKELY RESULT WOULD COST FAR MORE. THE SECOND PHRASE IS "AN OUNCE OF PREVENTION IS WORTH A POUND OF CURE." THESE PROGRAMS--ALONG WITH THE EQUALLY INDISPENSABLE ONES RUN BY THE CENTER FOR FIRE RESEARCH--HAVE BEEN INSTRUMENTAL IN IMPROVING FIRE PREVENTION THROUGHOUT THE NATION.

IT WOULD BE DIFFICULT TO THINK OF OTHER FEDERAL PROGRAMS THAT HAVE SUCH A DIRECT BENEFICIAL EFFECT ON EVERYBODY'S LIVES. I STRONGLY URGE THAT THEY BE PRESERVED AND STRENGTHENED.

THANK YOU.

Mr. WALGREN. Thank you Mr. Boehlert.

Well, without—let me—let's turn to the first panel made up of representatives from the Federal Emergency Management Agency, led by the Director, Lt. Gen. Julius Becton, accompanied by Clyde Bragdon, the Administrator of the U.S. Fire Administration; James McNeill, the Associate Director for Training and Fire Programs, accompanied by Joseph Donovan, the Superintendent of the National Fire Academy.

Gentlemen, welcome to the committee. We appreciate your being here, and look forward to your perspectives on these programs and what you might suggest to us.

Director Becton.

STATEMENT OF LT. GEN. JULIUS W. BECTON, JR. (RETIRED), DIRECTOR, FEDERAL EMERGENCY MANAGEMENT AGENCY

General BECTON. Thank you, Mr. Chairman.

I certainly share the stated concern of the subcommittee. I welcome the opportunity to appear before your subcommittee. Because of the time element, and I think your desire to have more time for questions, we would like to submit our prepared statement for the record.

Mr. WALGREN. Without objection. Written submissions will be included in the record as a matter of course, and all of the witnesses should feel free to outline or underscore those points which are best made in oral testimony and that will help us focus on those points that people feel are most significant.

General BECTON. Thank you, sir. I would like to make a few opening comments.

In the 4 months that I have been with FEMA, having had a chance to visit all 10 regions, I am proud to report to you that, in my judgment, FEMA is fulfilling its mission to serve the public in time of emergency.

My highest priorities have been, and will continue to be, the restoration or establishment of integrity and credibility within the FEMA family, and to restore the competence of the Agency. And I believe we are on track.

FEMA, as you know, is charged with the responsibility of providing central Federal focus on emergency management in the United States.

Fire is a critical part of FEMA's Integrated Emergency Management System. This system spans the entire spectrum of emergencies, from natural to man-made disasters. We feel emergency management must be undertaken in partnership with State and local authorities.

As I believe the committee is aware, there have been some changes in our organizational structure since we last appeared before this subcommittee, in that Jim McNeill is now the Associate Director for Training and Fire, and reports directly to me. And, Clyde Bragdon, the U.S. Fire Administrator, also reports directly to me—a change.

I appear today to ask for authorization of appropriation for fiscal year 1987. The amount requested is $9,041,000 for the training activities authorized under the Federal Fire Prevention and Control

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Act. This includes funds to continue training and renovation programs at Emmitsburg.

Beginning in fiscal year 1987 students at the National Fire Academy will be required to pay their own travel and lodging costs. The Federal Government will continue to pay a significant share of the Academy's costs in other areas.

The President's budget calls for elimination of the funding of the U.S. Fire Administration in fiscal year 1987.

Also, the budget requests contain no funding for further development of the western campus of NETC in Nevada.

Let me state very clearly that elimination of the funding for the U.S. Fire Administration does not reflect on the program or the people. With today's budget constraints, all programs have been scrutinized for savings. Likewise, higher cost sharing for students at the Fire Academy is necessary to reduce Federal expenditure. This action should in no way be interpreted as a lack of support of our Nation's firefighters. I can assure you that eliminating programs is not an easy decision, even when it may be a necessary one. We will continue to enhance the quality of fire service training. We are committed to that goal. And, as you said earlier, we are committed to stop America from burning.

Thank you, sir.

[The prepared statement of General Becton follows:]

STATEMENT OF

THE HONORABLE JULIUS W. BECTON, JR.

DIRECTOR

FEDERAL EMERGENCY MANAGEMENT AGENCY

BEFORE

THE SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 12, 1986

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MR. CHAIRMAN:

I am Julius W. Becton, Jr., Director of the Federal Emergency Management Agency. With me today, are James P. McNeill, Associate Director of Training and Fire Programs; Clyde A. Bragdon, Jr., Administrator of the U.S. Fire Administration; and Joseph L. Donovan, Superintendent, National Fire Academy.

I welcome this opportunity to appear before your Subcommittee today and I am proud to report to you that FEMA is fulfilling its mission to serve the public in times of emergency. My highest priority has been to establish the integrity and competency of this agency, as it should be in the Federal family and in the public's perception. I feel we are on track.

FEMA is charged with the responsibility of providing a central federal focus on emergency management in the United States. Fire is a critical part of that focus. We have developed an Integrated Emergency Management System that spans the entire spectrum of emergencies from natural disasters to man-made disasters. It extends through all levels of federal, state and local government, as well as the private sector. Through

national guidance, planning, and financial and technical assistance, FEMA's job is to develop programs that will enable states and local communities to do four things:

- o Achieve emergency preparedness
- o Respond to emergencies of all types
- o Recover quickly from emergencies, and
- o Prevent emergencies whenever possible

Emergency management must be undertaken in partnership with state and local authorities, and with broadbased community and private sector participation and support. In the final analysis, the capability for dealing with emergencies, or for preventing them, must of necessity begin at the local level.

Protection against the devastation of fire -- in our homes, in our work places and in our public buildings -- has been a significant thrust of the Federal Government, especially in FEMA.

This was not always the case. Until recent years, there was no national focus on the magnitude and the cost of the fire problem in the United States. The major fire service organizations and other concerned parties convened a series of

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meetings in 1969 and 1970 to bring national attention to the fire problem. Their work led to the creation of a National Commission on Fire Prevention and Control in 1971. As you know, their report, "America Burning," issued in 1973 put a spotlight on the severity of the fire problem in the United States. Then, in 1974, legislation was passed leading to the Federal Fire Prevention and Control Act. This Act established the U.S. Fire Administration and the National Fire Academy.

Let me bring you up to date on the organizational structure of FEMA's fire programs. James McNeill, as of November 1985, has assumed the duties of Associate Director for Training and Fire Programs, with responsibility for the National Fire Academy and the Emergency Management Institute. He reports directly to me. Clyde Bragdon, Jr., the United States Fire Administrator, has responsibility for fire prevention and control programs, and also reports directly to me.

Mr. Chairman, I wish I could report that the fire problem has been solved. The fire problem has not been solved; however, significant progress has been made. Deaths from fire have declined from 8,800 in 1976 to 6,000 in 1984. On a per capita basis deaths have declined from 41 deaths per million in 1976 to 25 deaths per million in 1984. It is difficult to identify

one single factor responsible for these reductions; however, the introduction of smoke detectors, public fire safety awareness programs, and increased training efforts have certainly contributed.

I appear before you today to ask for authorization of appropriations for Fiscal Year 1987 for the training activities authorized under the Federal Fire Prevention and Control Act. The amount requested is $9,041,000, which is the funding contained in the President's Budget. This includes funds to continue the training of students and maintain the Emmitsburg facility. The budget requires students to begin paying their own travel and lodging costs. The Federal Government will continue to pay a significant share of the costs including instructors' salaries, supplies, site administration, utilities, local travel and the like.

The budget calls for eliminating the funding for the United States Fire Administration in 1987. Mr. Chairman, we are asking the State and local governments, the private sector and volunteer organizations to share in supporting and maintaining the fire safety programs. For example, the "Partnerships in Fire" program provides small grants to local community organizations for local fire prevention activities. This is a

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popular program, and worthwhile; however, it could be performed by States and localities without Federal money. This year's request also contains no funding for a second FEMA training facility in Carson City, Nevada.

Let me state very clearly that the elimination of the funding for the U.S. Fire Administration does not reflect on the quality of the programs. The higher cost sharing at the National Fire Academy is necessary as another step to reduce Federal expenditures. The reality is such that in today's budget constraints all programs have been scrutinized. In no way should these actions be interpreted as a lack of support for the Nation's firefighters. For over a decade, the U.S. Fire Administration has provided a coordinated Federal focus for State and local fire prevention and protection initiatives. Much of our effort has been to build the capacity in communities to sustain fire safety programs. Eliminating programs is not an easy decision, even if it is a necessary one. We feel that many of the programs initiated by the U.S. Fire Administration can and will be continued at the State and local level.

Additional cost sharing at the National Fire Academy will not lessen the excellence of our academic offerings. We will continue to offer the best resident and field training available. Our goal is to enhance the quality of fire service training available to "Stop America Burning". We will meet that goal.

Thank you, Mr. Chairman.

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Mr. WALGREN. We appreciate that, Director Becton.

Shall we go right on through the panel, then, for other comments?

General BECTON. If you would, sir.

Mr. WALGREN. Let's turn to Mr. Bragdon.

STATEMENT OF CLYDE A. BRAGDON, JR., ADMINISTRATOR, U.S. FIRE ADMINISTRATION, FEDERAL EMERGENCY MANAGEMENT AGENCY

Mr. BRAGDON. Thank you, Mr. Chairman.

I am Clyde Bragdon, the Administrator of the U.S. Fire Administration. I also have a statement for the record including supporting fire data.

You made reference to the Federal Fire Prevention and Control Act. Some 11 years later this Nation still has a significant fire problem: 6,000 people have died in this past year from fires—with high emphasis in the target groups of the young and the old—175,000 fire-related injuries, property losses of about $6.7 billion, and a total cost of fire protection for the fire problem of this country estimated at 2 to 3 percent of the gross national product.

The fire problem itself would be an equivalency if each residential unit in the city of Philadelphia—some 620,000—had a fire of average consequences, about $5,500. So it does give some measurement what the problem is on a national basis.

The Fire Administration was created to provide a Federal focus, to assist and build capacity at the State and local government level, working with the Nation's fire service and interest groups. Our emphasis has been in research, data, education, fire prevention, and training through our subordinate organizational unit, the National Fire Academy.

Our current emphasis is in fire data, fire prevention and arson control, education and awareness—and I might mention that you conducted a hearing last October 9 emphasizing and strengthening that single problem, education and awareness—and firefighter health and safety.

What I would like to do is to give you a brief visual overview of some of the program efforts that are being conducted by the Fire Administration through the medium of video tape.

I think I will swing around to the other side of the table so that I can see what is going on and narrate at the same time.

[A video presentation was recorded but not transcribed.]

Mr. BRAGDON. This here is the Emergency Education Network, which provides cost-effective information, training, and education to a wide range of audiences nationwide.

The Fire Administration manages the network—provides local production efforts to all of FEMA users, including the National Fire Academy, the Emergency Management Institute, Public Affairs, and State and local programs.

At this very moment we are having a teleconference of our last of the 1985 series taking place and being broadcast in Bethesda, MD, to an estimated 5,000 downsites to an estimated audience of 70,000. The subject matter, which we will bridge right into here, is residential sprinkler systems.

Through the efforts of our Director—the Army is also observing this effort this morning to see if this is a good mechanism for National Guard and Army Reserve training.

[Video presentation continued.]

Mr. BRAGDON. This still shows a project in Salinas, CA, where a residential subdivision is being outfitted with residential fire-sprinkler systems. This technology, working certainly with the private and public sector as well, has brought the lifesaving quick response sprinkler head from the laboratory into the home. We are excited about the momentum that is taking place throughout the Nation on this effort.

High emphasis, of course, is being placed with a lot of those principles today at our teleconference.

[Video presentation continued.]

Mr. BRAGDON. The man in that trailer is Major General Ballentine, the Commanding Officer of the Military District of Washington. This is "Operation Turnaround," where at Fort Myer they are retrofitting a bachelor's office quarters. And we feel this is a strong initiative for the Army in doing this retrofit type of project.

That is one of our demonstration units. There are 10 FEMA regions now equipped with these mobile units that are giving demonstrations, it is estimated that they have given over 1,000 demonstrations in recent months, reaching an audience with media coverage of over millions.

Now what we will be witnessing here is one of the projects of our Community Volunteer Fire Prevention Program, and, Mr. Chairman and Mr. Boehlert, you are witnessing—this was Chet Henry last fall in your hearing—their project was "the firehouse mouse," which is at the Museum of Scientific Discovery in Harrisburg, soon to be expanded to both the Pittsburgh and Philadelphia areas. It is a program that teaches fire safety to children using a computer-aided system.

[Video presentation continued.]

Mr. BRAGDON. We feel this is an excellent example of the Community Volunteer Fire Prevention Program, where a progressive State can take a small amount of Federal dollars and continue it with State and local resources, to deliver an excellent product to their citizens.

The picture you see, the computer system, the children can use and draw their own escape plan for their own home. Sitting on the left is Commissioner Chet Henry of the State of Pennsylvania.

[Video presentation continued.]

Mr. BRAGDON. Now this last segment you had some exposure to, also. This is a project we have participated in for several years in support of the Children's Television Workshop and the Sesame Street characters. They will give a very—sometimes not too subtle—fire prevention message to our youth.

I had an opportunity this last holiday season to really witness the effect of this when we went to an event down in the Alexandria area in which there were several 6-year-old and 7-year-old children present, and how knowledgeable they really were because of the communications that are brought to them through this medium.

[Video presentation continued.]

Mr. BRAGDON. I have attempted to highlight a select group of projects that serve to illustrate the areas covered by some of the U.S. Fire Administration projects. I will, and have, submitted a complete list of accomplishments for the record.

In closing, I must emphasize my support for the Fire Program and its initiatives, both past and present. However, I must lend an even greater emphasis to the higher prioritites that must prevail within the Federal establishment if the economic stability of this Nation is to be realized through an aggressive program of balanced budgets and deficit reductions.

I further commit to an orderly closure of Fire Administration programs or their transition wherever possible.

It must be noted that the National Commission on Fire Prevention and Control provided comprehensive guidelines in the recommendations of its report "America Burning." The framers of the Federal Fire Prevention and Control Act follow these guidelines with a valid action plan. The fire community, the interest groups, and the citizens themselves have worked diligently and collectively to implement change. A staff small in numbers has been big in its dedication and commitment to the goals of the Federal Fire Prevention and Control Act.

Finally, this committee and Congress have been continually supportive of these efforts. The foregoing represents a partnership that has impacted the problem and has made a difference.

Before closing I would like firefighter McClaine, with Assistant Chief Roach of the Alexandria Fire Department, to model one of our Project FIRE's protective ensembles. This is the closure to the lead-in we had on the tape. It gives us some example of the type of things we have been developing over a period of 8 years in close concert with the International Association of Firefighters and several fire departments throughout the Nation as test sites. These are currently available and, obviously, on the market. But we hope to preclude the kind of events that you have witnessed on the tape at the beginning, the burning firefighter.

Thank you, sir. Thank you, Mr. Chairman.

[The prepared statement of Mr. Bragdon follows:]

STATEMENT OF

THE HONORABLE CLYDE A. BRAGDON, JR.

ADMINISTRATOR

UNITED STATES FIRE ADMINISTRATION

FEDERAL EMERGENCY MANAGEMENT AGENCY

BEFORE

THE SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 12, 1986

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MR. CHAIRMAN:

I am Clyde A. Bragdon, Jr., Administrator of the United States Fire Administration. Some short twenty (20) months ago, I was confirmed as Administrator, U.S. Fire Administration. At my confirmation hearing, I observed and identified the means and methods I felt essential to continue to address and abate this Nation's unacceptable fire problem.

Since the reorganization of the U.S. Fire Administration (USFA) in FY 1983, we have concentrated our efforts in areas that not only provide a Federal fire focus, but we have also given attention to efforts to build capacity at the State and local level and to encourage the participation of the private sector. We feel these programs have been successful.

Fire continues to be a serious National problem. Past USFA efforts, among them the very successful smoke detector campaign and public fire safety awareness program, have helped to reduce the Nation's fire deaths to under 6,000 in 1984. We still, however, continue to annually lose billions of dollars of our national economy to fire each year; in 1984 the amount was over $7 billion.

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The U.S. Fire Administration has provided, with strong Congressional and constituency support, a very significant Federal focus on the Nation's fire problems. It has served as a catalyst, a conduit and a clearing house. Its support includes and involves the talent and commitment of the Nation's fire community and its supporters: professional fire organizations; private fire associations; fire departments, large and small, career and volunteer; fire chiefs and firefighters by the legion; and political leadership and decision-makers at the Federal, State and local levels.

The U.S. Fire Administration programs developed in concert with and being implemented by the fire community, the private sector, and interest groups include: the development and promotion of smoke detection equipment; the development and expanded applications of fire sprinkler technology; community master planning for fire protection; emergency medical service; fire awareness programs through public education; significant fire prevention and arson programs; and fire data collection and analysis.

The Fire Administration is currently organized in functional program areas with the flexibility to adjust to new program needs and mandates. Significant among its FY85-86 initiatives

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are: the emphasis on developing a strong private public sector partnership in the support and development of community-based organization volunteer fire prevention efforts; the research, demonstration, and promotion of new fire sprinkler technology in residential applications; improved data collection and analysis methodology; protection of the firefighter in his work environment; and programs to make the public more aware of the hazards of fire.

o Fire protection in this country was initially founded as a fire suppression system, a reactive response system. Over the years fire protection has become a more proactive system through fire prevention activities and those organizations and individuals who are a part of the fire protection system must be credited with persistence and dedication to the effort to reduce life and property loss. The most effective prevention payoffs through public education and persuasion must be expanded and exploited in a variety of approaches to address all audiences.

o The under utilization of the greatest potential resource in fire prevention efforts, the public themselves, must be aggressively pursued for expanded involvement and commitment to fire safety.

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To accomplish the objective of greater public awareness, the USFA in FY85 engaged the firm of Oglivy & Mather to assist us with a well coordinated and properly focused public awareness program. The deliverables from Phase I of this project have been received by the Fire Administration within the past month. We are in the process of exercising a second year option with this firm to continue the program.

I would now like to highlight for the Committee a few of the current programs that illustrate our commitment to build capacity at the state and local level and encourage the participation of the private sector.

Fire Data and Analysis

o National Fire Incident Reporting System (NFIRS)

With the cooperation and support from the National Fire Information Council (NFIC), the USFA operates the NFIRS program. The program collects accurate fire data from throughout the United States with 38 states and 20 metro areas reporting on a voluntary basis.

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o Community Volunteer Fire Prevention

Congress has strongly supported our effort to increase the scope and effectiveness of local fire prevention through a merger of Federal, State and local resource in developing new community prevention, education and protection programs. Grants have been awarded to States in this program (20 and DC to date) who in turn fund local fire prevention projects (61 projects currently).

o Residential Sprinkler Program

The application of quick response sprinkler technology offers a means to dramatically reduce the loss of life and property. Since 1974, USFA has expended considerable resources to support research and encourage the development of quick response residential sprinkler heads. With a significant increase in funds from Congress in FY85, the USFA has been able to extend the application of this technology through additional research, demonstration and information dissemination. Examples are:

- Research: Studies on improvement of installation standards, determining the cost-benefit of installed systems, and conducting local fire tests with installed sprinkler systems, are some of the research projects underway.

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- Demonstrations: We have demonstration projects in each of the 10 Federal regions of the country showing the effectiveness of sprinkler systems and local demonstrations of sprinkler retrofit projects.

- Information Disseminations and Technical Assistance: In order to improve public awareness of fire safety we have prepared materials, publications, such as the popular brochure "Ounce of Prevention," held regional workshops, supported national conferences, and provided technical assistance to communities for their programs.

o Public Education and Awareness

Responding to Congressional interest in expanded public education and awareness, USFA is carrying out a broad based program in support of all USFA programs. In addition, targeted education programs are being carried out starting with two efforts aimed at smoke detector maintenance and residential sprinkler awareness.

o Protective Clothing

The Fire Administration is actively working with the American Society for Testing and Materials (ASTM) F-23

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Committee on Protective Clothing to develop standards for chemical protective clothing for use by the fire service. This is a continuing initiative and complements USFA's participation on the newly formed National Fire Protection Association (NFPA) 1971 Subcommittee on Hazardous Materials Protective Clothing.

Firefighter Health and Safety

o Project FIRES (Firefighters Integrated Response Equipment System)

During the past three years, the Fire Administration has been involved in a program to improve the design and performance of structural firefighters protective clothing and equipment. This project has produced and field tested three versions of prototypes aimed at lowering the metabolic load of firefighting without sacrificing protection. Prototypes have been field tested in 14 cities. The next version of NFPA 1971 (standard on protective clothing) for structural firefighting will reflect the research findings of project FIRES.

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o Northwest Firefighter Mortality Study

The University of Washington Harborview Medical Center is conducting a mortality study of firefighters in the City of Seattle, Washington. This study looks at all causes of deaths that may be associated with changes in fire smoke exposure in recent decades.

o Teleconference

In conjunction with FEMA, USFA has funded and provided program management for a number of national teleconferences in arson, residential sprinklers and hazardous materials.

o Fire Executive Fellowship Program

We have established, in cooperation with the National Fire Academy, the FEMA Fire Executive Fellowship Program at Harvard University's John F. Kennedy School of Government. A national competition is used to select senior fire executives to attend a three-week summer program at Harvard to join with other Senior executives in State and local government. Sixteen Fellows have been selected over three years. This program is now incorporated into the master curriculum of the NFA.

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I have attempted to highlight a select group of projects that serves to illustrate the areas covered by USFA projects. I will submit a complete list of accomplishments for the record

In closing, I emphasize my support for the fire programs and its initiatives, past and present. However I must lend an even greater emphasis to the higher priorities that must prevail within the Federal establishment if the economic stability of this Nation is to be realized through an aggressive program of balanced budgets and deficit reductions. I further commit to an orderly closure of USFA programs, or their transition wherever possible.

It must be noted that the National Commission of Fire Prevention and Control provided comprehensive guidelines in the recommendation of its report "America Burning." The framers of the Federal Fire Prevention and Control Act followed these guidelines with a valid action plan. The fire community, the interest groups and the citizens themselves have worked diligently and collectively to implement change. A staff small in numbers has been big in its dedication and commitment to the goals of the Federal Fire Prevention and Control Act. Finally, this Committee and Congress have been continually supportive of these efforts. The foregoing represents a partnership that has impacted the problem and has made a difference.

Thank you, Mr. Chairman.

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U.S. FIRE ADMINISTRATION

MAJOR ACCOMPLISHMENTS: FY 83-85

Reorganization Matters

- Completed transition to NETC/TFPD (FY 83-84)
  - New organizational plan approved by Director
  - Consolidated in new offices in "N" Building
  - Recruited staff for 20 FTE
- Established new working relationships with National Fire Academy and Emergency Management Institute (FY 83-84)
- Developed new program priorities in consultation with Joint Council of Fire Service Organizations (FY 83)
- Completed several carry-over FY 82 projects (FY 83)
- Completed 100% funding of program plan despite transition period (FY 83)

Program Accomplishments

I. Policy and Coordination (Fire & Rescue Service Mgmt)

- New Program Planning

  Initiated planning for several new programs, i.e. National Community Volunteer Fire Prevention, national residential sprinkler, and private sector participation programs.

  (FY 83-85)

- Integrated Emergency Management

  Developed and funded with support from FEMA/SLPS a major Integrated Emergency Management System (IEMS) project with the International Association of Fire Chiefs (IAFC). This effort, started in FY 83, has developed and promoted improvements in emergency management planning and operations from the fire and public safety perspective. Promoted and monitored by a national advisory committee, this project has produced many important products including 15 regional IEMS workshops; varieties of information through a

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clearinghouse, Fire Chief Magazine, and other publications; a planning guide for community leaders; and an IEMS workshop kit; and also provides analysis and input into SLPS programs in data collection and use, continuity of government and emergency support services.
(FY 83-85)

o Fire Executive Fellowship Program

Established the FEMA Fire Executive Fellowship Program at Harvard University in cooperation with the JFK School of Government and the National Fire Academy (NFA). A national competition is used to select senior fire executives to attend a three-week program at Harvard. Sixteen Fellows have been selected over three years. This program is now incorporated into the master curriculum of the NFA.
(FY 83-85)

o National Leadership Conferences

With support from the National Fire Academy, carried out several national leadership conferences. One, the "Partnerships Against Fire" attracts fire officials, educators, community groups and others. Another conference brought the 50 State Fire Marshals together in cooperation with the Fire Marshals Association to focus on the unique and changing issues facing states.
(FY 83-85)

o Volunteer Fire Service Communications

In cooperation with the National Volunteer Fire Council, supported effort to improve information network among nation's volunteers. Also supported Stonebridge planning conference with NFA.
(FY 83-85)

o Consensus Codes Program

In fulfillment of mandates of PL 93-498, supported the ongoing consensus codes process of the National Fire Protection Association (NFPA). The promulgation and adoption of improved codes will lead directly to a further decline of the loss of life and property due to fire.
(FY 83-85)

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- o Alternative Fire Service Methods & Management

  Assessment of the various methods that local governments are using to provide fire protection and other fire prevention. Information shared with state and local fire services including manuals, other publications and materials.

  (FY 83-85)

- o FEMA Regional Support

  Provision of funds to Regions to support regional fire information centers.

  (FY 83-85)

- o Basic Fire Research (CFR)

  Reinstituted joint research projects with NBS/Center for Fire Research (CFR) supported by USFA funds. These projects involve basic testing, modeling and analysis on subjects such as smoke detectors, extension of use of residential sprinkler technology, fire safety, trade-offs and cost/benefit analysis of firefighting protective equipment.

  (FY 85)

- o Fire Safe Cigarette Research (CPSC)

  USFA Administrator appointed as Vice-Chair of Interagency Committee established by Cigarette Safety Act of 1984. Technical Advisory Committee (15) representing public health, fire safety, furniture and tobacco industries oversees the research activities of this program.

  (FY 85)

II. Firefighter Health and Safety

- o Project FIRES (Firefighters Integrated Response Equipment System)

  During the past three years, the Fire Administration has been involved in a program to improve the design and performance of structural firefighters protective clothing and equipment. This project has produced and field tested three versions of prototypes aimed at lowering the metabolic load of firefighting without sacrificing protection. Prototypes have been field

tested in 14 cities. The next version of NFPA 1971 (standard on protective clothing for structural fire-fighting) will reflect the research findings of project FIRES.

(FY 83-85)

o Firefighting Equipment

The United States Fire Administration has been active in the development and testing of tools and equipment for firefighting. Two of the units which are being developed are a short-range radio for fireground communication and an oxyen rebreather breathing apparatus for special incidents. These units have reached the prototype stage and are currently in field testing.

(FY 83-85)

o Sprinkler Research

The Fire Administration continues research on the fast response sprinklers which they developed for residential use. A technical report on fire test utilizing sidewall sprinklers has recently been published. Current efforts are aimed at extending fast response technology beyond one and two family residential occupancies to hotel and motel and light mercantile coverage.

(FY 83-85)

o Standards Making Activities

The U.S. Fire Administration has been active on the committees that set standards for sprinkler systems and for firefighter proteciton. This has included work with the National Fire Protection Association and the American Society for Testing and Materials.

(FY 83-85)

o Stress Management and Model Program for Firefighter Physical Fitness

Developed the framework for a program to address both firefighter physical fitness and stress management. The physical fitness program will be for firefighters who require extensive work to pass the initial physical fitness performance examination. The stress management effort is for reducing stress affecting the fire service in today's environment.

(FY 85)

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o Northwest Firefighter Mortality Study

The University of Washington Harborview Medical Center is conducting a mortality study of firefighters in the City of Seattle, Washington. This study looks at all causes of deaths that may be associated with changes in fire smoke exposure in recent decades.

(FY 85)

o Smoke Detector Effectiveness

Given ten years use of smoke detectors, the USFA conducted a study of public education, proper installation, maintenance, and reliability of smoke detector components.

(FY 83)

o Smoke Inhalation Study

The USFA has contracted with the American College of Emergency Physicians to develop a diagnosis and treatment protocol for victims of smoke inhalation. This project is nearing completion (June 1986) and the results will be disseminated to the medical community.

(FY 83)

o Fire Department Safety Officer's Reference Guide

The Fire Administration funded the Fire Department Safety Officer's Reference Guide. The work was performed by the National Fire Protection Association (NFPA) and it will be made available through (published by) the NFPA.

(FY 83-85)

o Protective Clothing

The Fire Administration is actively working with the American Society for Testing and Materials (ASTM) F-23 Committee on Protective Clothing to develop standards for chemical protective clothing for use by the fire service. This is a continuing 1984 initiative and complements USFA's participation on the newly formed National Fire Protection Association (NFPA) 1971 Subcommittee on Hazardous Materials Protective Clothing.

(FY 84)

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III. Fire Prevention and Arson Control

o Community-Based Anti-Arson Program

Developed and funded through competitive grants to various community organizations. Over 30 grants provided to create neighborhood based anti-arson to mitigate arson fires.

(FY 84-85)

o Community Volunteer Fire Prevention

Congressionally mandated effort to increase the scope and effectiveness of local fire prevention through a merger of federal, state and local resources with the private sector to support new community prevention, education and protection programs. Grants awarded to States (20 and DC to date) who in turn fund local projects (61 projects currently).

(FY 84-85)

o Residential Sprinkler Program

Application of quick response sprinkler technology offers a means to dramatically reduce the loss of life and property. Since 1974, USFA has spent considerable resources to develop sprinkler heads. With a significant increase in funds from Congress in FY 85, the USFA has been able to extend the application of this technology through additional research, demonstration and information dissemination. Examples are:

- Research: installation standards, cost-benefit analysis, and local fire tests (Factory Mutual-CFR).

- Demonstrations: Regional and local fire demonstrations, retrofit demonstrations and trailer (20) demos.

- Info dissemination and technical assistance: Local documentation and publication, printed materials, "Ounce of Prevention," Regional workshops, national conference, and technical assistance (Operation Life Safety).

(FY 83-85)

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o Juvenile Firesetter Program

On-going project has resulted in development of several guides for juvenile counseling to be used by local fire services and schools as well as by the NFA in its field programs.
(FY 83-85)

o Arson Information Management System

Designed to run on the various microcomputers used by the fire service today, the USFA has developed and refined this technical program for use at the local level to identify potential arson.
(FY 83-85)

o Arson Research and Development

A variety of efforts are supported by USFA to identify and mitigate the worst effects of arson. These R&D efforts include the study of rural arson, support of the federal arson task force, and development of a model urban arson strike force.
(FY 83-85)

o Arson Education and Resource Projects

Continued support of the Arson Resource Center, housed at the Learning Resource Center/NETC; information provision through the ABA, and the production of several arson and education directives provides the USFA with several methods for continuing to provide information to the fire services and related groups.
(FY 83-85)

o Teleconferences

In conjunction with FEMA, USFA has funded and provided program management for a number of national teleconferences in arson, residential sprinklers and hazardous materials.
(FY 84-85)

o Codes Administration Project

Developed and funded project to produce a computer-assisted, reality-based codes training program for local administrators and fire service officials.
(FY 83-85)

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o Public Education and Awareness

Responding to Congressional interest in expanded public education and awareness, USFA is carrying out a broad-based program in support of all USFA programs. In addition, targeted education programs are being carried out starting with two efforts aimed at smoke detector maintenance and residential sprinkler awareness.

(FY 85)

IV. Fire Data and Analysis

o National Fire Incident Reporting System (NFIRS)

With the cooperation and support from the National Fire Information Council (NFIC), the USFA operates the NFIRS program. Program collects accurate fire data from throughout the U.S. with 38 states and 20 metro areas reporting on a voluntary basis.

(FY 83-85)

o Data Analysis Support

Manage a comprehensive program of data collection and analyses on issues and incidents relating to fire in response to requirement of P.L. 93-498. Publications and reports, such as Fire in the U.S., are disseminated to interested groups and the public at large.

(FY 83-85)

o Management Applications Project

Improvement of both long- and short-range planning and tactical decisions of fire executives through the development, testing and adoption of automated management information systems. Pilot sites (Arlington, VA; Prince William County, VA; and Southfield, Michigan) are testing the data systems and additional sites will replicate the data packages. Flexible and adoptable automated data systems will be available to other fire departments.

(FY 83-85)

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o Major Fires Analysis

In conjunction with support from the NBS/ Center for Fire Research, the USFA investigates and analyzes selected fires of special significance. Reports are developed for publication by national fire journals and for use by NFA in resident program.

(FY 83-85)

o Special Studies and Reports

Completion of special studies and reports on current issues facing the fire and rescue service. Examples are a lecture video series with NFPA, alternate heating studies, State-by-State analysis for Community Volunteer Program, firefighter health and injury surveys, public service announcements, and others.

(FY 83-85)

Mr. WALGREN. Tell us a little bit about that first sequence there on the tape, because—was that actual footage? That was not a demonstration?

Mr. BRAGDON. That was actual footage, sir. And I think the contrast that would compare—there were two firefighters at the top of that aerial ladder, one of which was appropriately equipped with an ensemble such as this—he remained at the top of the ladder when we had that blowup. The other was not properly protected—improper equipment, improper training—should not have been there to begin with.

Obviously, that is the message that we are trying to impart. I hope that we have through some of our programs.

Mr. WALGREN. When did that incident take place? And where?

Mr. BRAGDON. Two years ago, sir.

Mr. WALGREN. And where was it?

Mr. BRAGDON. Portland, OR.

Mr. WALGREN. I see.

Well, we appreciate that testimony and we appreciate seeing that gear, because it helps make things a little bit more real for us.

I know that there is a certain amount of reluctance in firemen to protect themselves in many instances, either because of tradition or because of just instinct to throw themselves into the breach. I know in my home community, the city of Pittsburgh, they found firemen responding to fires in terribly deficient equipment. When that was highlighted the situation was administratively corrected. But it was something that existed with inattention, really, for years and years and years, and resulted in greater injury and disability to a number of firefighters. They, themselves, were wearing their father's coats and gloves and the rest, simply because it was

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the way it was done. There wasn't the push to bring this kind of gear to their attention.

Well let's turn to Mr. McNeill, the Associate Director for Training and Fire Programs. Mr. Donovan, if you have anything you would like to chime in with, we would be happy to hear that as well. I understand the two of you are together.

Mr. McNeill.

STATEMENT OF HON. JAMES P. McNEILL, ASSOCIATE DIRECTOR, TRAINING AND FIRE PROGRAMS DIRECTORATE, FEDERAL EMERGENCY MANAGEMENT AGENCY

Mr. McNEILL. Mr. Chairman, good morning. Mr. Boehlert, good morning.

I am James P. McNeill, Associate Director of FEMA's Training and Fire Programs Directorate.

I also have a prepared statement for the record, and attached to that is the fiscal 1985 report of the National Fire Academy, which will document all of the activities of the past fiscal year.

We have a short videotape to highlight some of the programs of the National Fire Academy, and I will turn to that right now.

[A video presentation was recorded but not transcribed.]

Mr. McNEILL. Thank you, Mr. Chairman.

[The prepared statement of Mr. McNeill follows:]

STATEMENT OF

THE HONORABLE JAMES P. MCNEILL

ASSOCIATE DIRECTOR

TRAINING AND FIRE PROGRAMS DIRECTORATE

FEDERAL EMERGENCY MANAGEMENT AGENCY

BEFORE

THE SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 12, 1986

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I am James P. McNeill, Associate Director of FEMA's Training and Fire Programs Directorate.

Mr. Chairman, it is an honor to appear before you today to report on the accomplishments and programs of the National Fire Academy (NFA).

Over a decade has passed since the Federal Fire Prevention and Control Act became law in October 1974. I would like to review NFA's accomplishments and our goals as we enter the second decade of service to our citizens.

The Federal Government purchased the site for the now National Emergency Training Center in the Spring of 1979. At that time, the National Fire Academy was the sole occupant of the site. The Emergency Management Institute (EMI) moved to the site in 1980; the U.S. Fire Administration in 1983.

The first NFA classes were held in January of 1980. This is a remarkable accomplishment when one realizes that the staff was able to develop curricula, hire faculty, provide student facilities and deliver advanced training programs without precedent, all in a few short months.

I was Associate Superintendent for Operations at that time, responsible for preparing the decision package to purchase the site and to plan for its opening.

In the past six years of operation, the National Fire Academy has provided training to over 210,000 students from every State in the Union.

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Over 40,000 students from across the country, from 12 foreign nations, and many Federal agencies have been trained on campus at the National Fire Academy. They have attended a variety of courses designed to advance the skills and professional development of fire service personnel and of other persons engaged in fire prevention and control activities. In these six years, the Academy has gained an international reputation as an institution of excellence, whose courses are eagerly sought by students desirous of improving their abilities and enhancing their potential to lessen our Nation's fire problem.

In addition to the "on campus" courses, nearly 170,000 students have attended programs developed by the NFA and delivered in every State throughout the country, including participants in the Academy's teleconferences. This total also includes courses which have been delivered by Federal, State, and local trainers who have been trained at the National Fire Academy to train other trainers. Using this successful "Train-the-Trainer" concept, thousands of fire service personnel have been trained since the program began in June of 1982.

Another training opportunity, referred to as our "Open Learning" program, provides fire service personnel the opportunity to continue educational opportunities at the upper college level leading to a Baccalaureate Degree in a Fire Service Curriculum. Over 7,000 students have availed themselves of this opportunity and 2,300 are presently enrolled in the "Open Learning" program.

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Organizationally, the Academy has two units, the Resident Programs Division and the Field Programs Division. In Fiscal Year 1985, the Academy was responsible for the delivery of 1,735 offerings to 95,874 students, generating 174,465 student days and 1,239,429 student hours of training activity throughout the United States. This large increase in students reflects the growing size of teleconference participants. The Resident Programs Division in Fiscal Year 1985 was responsible for coordinating 157 individual on-campus and 29 off-campus offerings for 51,777 participants. Our Field Programs Division was responsible for coordinating 1,500 individual off-campus offerings and 59 on-campus offerings for 44,097 participants.

We are also using the latest training techniques and technology to reach students across the nation. For example, through FEMA's Emergency Education Network we presented a teleconference on "Hazardous Materials Incident Scene Safety" in September of 1985 with over 45,000 participants. In this Fiscal Year, we are offering two more teleconferences -- one on Fire Service Management and the other on Fire Safety Education. Each teleconference now reaches an estimated audience totaling 100,000-200,000, viewing the show live or through rebroadcast. Mr. Chairman, I cannot begin to tell you how enthusiastically these teleconferences are being received. For the first time, every fire department in the country potentially has access at the same time to the same information

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and techniques. And the format allows for an extensive live call-in period, so questions can be answered by the experts. In FY1987, we plan to offer four teleconferences as we continue to reach out to our constituent groups across the country reaching as many as we can economically and yet personally.

The cost of all National Fire Academy programs re shared among the Federal, State and local governments, the individual students, and, in some cases, the private sector. The total Federal cost for the Academy's program in FY1985 was $11,028,000. Our courses are continually updated with the infusion of new technology and information, and new courses are added each year to our curriculum. Our Master Curriculum Plan, developed in 1984, defines the field of firefighter safety, incident command, community resource preservation and professional development in a sequential manner. It is structured to allow fullest growth and learning potential at each level--Executive Fire Officer, Command and Staff, Fire Service Technical Specialist and Line Officer.

We are particularly proud of our Executive Fire Officer Program course, an intensive three-year program for top-level fire officers which provides opportunities to develop and expand their managerial effectiveness. Graduates have moved to the top fire service positions in Los Angeles, Fort Worth, Philadelphia, Chicago, Palm Beach County, and many other communities.

Because of our conviction that effective delivery of public services in an era of shrinking resources requires a conscious investment aimed at enhancing the quality of management in the public sector, the NFA and the U.S. Fire Administration have entered into an agreement with Harvard University that permits five senior fire service executives to participate in the John F. Kennedy School of Government at Harvard each summer. This prestigious opportunity is another example of the emphasis we are placing on assisting senior fire officers in dealing with the increasingly complex task of delivering effective and efficient public service in a most competitive environment.

NFA courses are accredited through the American Council on Education and NFA credits can be transferred to a degree program.

Mr. Chairman, at this point I would request that the National Fire Academy's Annual Report for Fiscal Year 1985 be made a part of the record.

It is a pleasure to present the accomplishments of the National Fire Academy and to report, with a positive spirit, on our goals for the future. However, budgetary constraints demand that we take a hard look at all of our programs. I can assure you that the National Fire Academy will continue to offer excellence in our training efforts. At the same time, we will

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examine new delivery systems and technologies that are cost effective. There is a tremendous spirit of public service and dedication among the Nation's firefighters and the citizens who devote their time, lives and energies for the common good. We pledge our efforts at the National Fire Academy to supporting those men and women of the fire service and, ultimately, all the citizens of this country in achieving a Fire Safe America.

Thank you.

Mr. WALGERN. Thank you Mr. McNeill. Did you have any further comments?

Mr. MCNEILL. No, sir.

Mr. WALGREN. We appreciate those presentations, and are pleased to see the kinds of products that have been developed and are, you know, somewhat stymied as to why this should stop, other than budget restraints.

Let me ask: it is just budget restraints that the problems are? Is that correct, Director?

General BECTON. That is correct, sir.

Mr. WALGREN. There is no question that there is more to be done and that the view of these programs is that they certainly do accomplish something of tremendous value. Would that be fair to say?

General BECTON. Yes, sir. As I said earlier, we have the utmost respect for what has been accomplished and for the job that the U.S. Fire Administration has done, but when we look at what we are forced to live with we have to make some decisions.

Mr. WALGREN. How does FEMA balance the overall emergency responsibility against a specific program, like fire. Overall FEMA spends something in the range of $360 million. But the Fire Administration is what these days? Seven or thereabouts. How do you decide between the programs that are covered under the $360 million program, and the $7 million in the Fire Administration?

General BECTON. Sir, as I am sure you are aware, we have quite a few oversight subcommittees and committees—about 17. Each of our appropriations are line items by program. As an example, we are asking for $126.5 million for civil defense. That $126 million will be spent for civil defense. Obviously there will be some fire activities in that program because civil defense encompasses that program. But money appropriated to us for flood insurance could not be used in terms of fire programs. So our determination of how we spend the money is a function—of the money—that has been granted to us by Congress.

Mr. WALGREN. So it would be fair to say that much of the budget of FEMA is spent in ways that are not compared to the value of these programs. In other words, if you are directed to spend money

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for flood insurance or for flood—some flood-related problem, no one sat down and said:

"Now, in the flood area we have so many lives that are at risk and we can see that if we make this effort there is going to be this degree of savings compared to the Fire Administration and the numbers of lives and the property value that is affected by those programs."

There was no pure comparative development of that budget at that point.

General BECTON. We did not quite approach it like that, but in a related manner.

In lining up the things in priority, we felt that the most important priority that we have is the defense and security of the people of the United States. Tied in with that is mobilization and the continuity of government of the civilian leadership within the United States in order that we could continue to have the way of life that we have.

My next priority was basically to have an organization that was properly staffed and funded that could help us to carry out that first priority.

And then we placed all of the other things that we were required to do in a priority. As far as the Fire Administration is concerned, we are saying, in our judgment, that many of the programs that they are doing can be picked up by State and local government.

Mr. BOEHLERT. Will the chairman yield?

Mr. WALGREN. I would be happy to yield.

Mr. BOEHLERT. May I ask you, General, how would you advise a State and local government that is faced with the prospect of loss of revenue-sharing funds from Washington—that program expires this year, a systematic dismantling of so many programs designed to aid State and local governments—where are they going to come up with the resources to take over some of the responsibilites this submission suggests they will take over? How are they going to pay for it? I come from the perspective as a former county executive, so I know the burden back home. Where is the money going to come from? Maybe it's not fair to ask you, I understand that. But I think we should have it in the record. Do you have any suggestions for them that I could pass along to my mayors and village trustees?

General BECTON. Mr. Boehlert, if I had the answer to that question I would be more than happy to share it with many of you. I don't have an answer. It is a tough business that we are in. The decisions that we are being forced to make as we deal with the huge deficit are difficult to comply with.

Now, we talk about stipends that are cut which will affect the attendance at the Fire Academy—we think there are ways that the States can provide students with transportation alternatives.

An example, referring back to an earlier working position I had in the Army, I know that the Air National Guard was used for training flights to fly personnel trainees, to training centers on weekends, accomplishing two things: Movement of people, and training of the pilots and air crews. This is a possibility, in my judgment, to move students, say, to Emmitsburg from some places that may be hurting for funds. I can think of some volunteer fire organizations that might be able to receive funds from local industries that are benefiting from the volunteer fire companies to pro-

vide transportation, or to provide funds to replace the person if he were not working. Maybe, if I may turn to my two expert colleagues, they may have some other answers.

Mr. BOEHLERT. General, just let me say—I have been keeping track, and so far you have used the word "forced" about four times. And I have the distinct impression that there is a subtle meaning to that: That your heart really isn't in what you are telling us but you have to tell us because you are forced to tell us. I just want you to know that we feel very strongly, the record is very clear over the years, how we view the programs. And I would anticipate that we are going to probably force you to take some money to continue them. And so we will both be happy.

Mr. Bragdon, at the end of your statement you said—and I applaud you for saying it because I agree with it—you talked about your small staff, big in dedication and commitment, and I would also add performance, and then you talked about the partnership. Then you give us the sad news that you are suggesting that we dissolve that partnership of dedication and commitment and performance. We could ask you a whole bunch of questions, I have 85 of them I could ask you for the record, but it's not necessary. I just am here in an adversary role. I want to keep you in your job, because I think you are doing a pretty good job.

General BECTON. Thank you, sir. May I make a comment, sir?

Mr. BOEHLERT. Sure, General.

General BECTON. You said, if I heard you correctly, that you heard me using the term "forced," I did not mean to imply somebody beating me across the head. I also heard that you might force us to take money to restart a program. At least I interpreted it that way. I would hope, sir, that does not mean that we would live within the budget that we have now and be forced to do what we have been doing in the past. I would hope that that "force" would include additional funds, because if there are no additional funds then we would be in the same situation that we entered into when we looked at how we would deal with the budget.

Mr. BOEHLERT. I won't tell anybody at OMB that you talked about additional funds. But that's what I have in mind.

Thank you, General.

We want to keep the partnership working.

Mr. WALGREN. Well I think our purpose also would be to give you folks within the administration some feel for the commitment that we have to these programs, and particularly that we respond to the question not so much—particularly in this area, and I think this area is unique—not so much: Can local levels fill this function? But will they? Because, from my point of view, the fundamental responsibility that was met by the report "America Burning" was to say that on the Federal level we have an obligation to all of the communities in the United States to have a certain range of information, a certain effort to create awareness that some might, but others might not. And our responsibility really runs to the children or the people who are threatened by a fire in those communities who, through no fault of their own, might not.

So, I think it is very important from our standpoint to focus on that question. Not: can they? But: will they? And we know that there are communities across the country that, because of their

own fiscal restraints or because of the fact that their elected officials may never have been to Washington or been exposed to some of the sophisticated fire efforts that have been developed, that just because the world is the real world, they will not fill in the gap if we pull out.

And so we want to have you take back to the people that you talk to and the chain of command that you are close to that the commitment of the Congress to provide some services to those areas that, although they could—won't. And we know won't. And no one would dispute that they will not.

Along that line, we see across the budget in the Center for Fire Research, the lack of funding there. We want to recommit ourselves to the responsibility of the Federal Government to carry out a coordinated program, and that includes both prevention and control, and research. And although theoretically some local jurisdictions might, we don't see all of them—their doing it. And in some of those functions the testimony is very clear that although in theory someone else might, as a practical matter, it hasn't happened in the past and no one could really expect the role of the Center for Fire Research, for example—and not under your jurisdiction, but to be picked up by the private sector. There is no controversy on that fact.

The—I wanted to ask Mr. Bragdon: If we were to continue funding levels for these functions at current levels, would you anticipate continuing the balance of programs much as you have during this fiscal year, or are there—assuming that you were to have the same amount of funds available to you, what kinds of suggestions would you make for different emphasis?

Mr. BRAGDON. We would project our programs on a continuous basis. On our out-year planning process in the agency we have a 5-year plan, so we would continue to pursue what we are currently pursuing.

Mr. WALGREN. In this fiscal year, what is the situation of unfilled positions or lack of full-time equivalent efforts? Is there an unfilled, presently allotted capacity?

Mr. BRAGDON. If I may, please, defer that question to Mr. McNeill. We do not have a staffing problem within the Fire Administration.

Mr. WALGREN. In the administration you are——

Mr. BRAGDON. All of our positions are currently filled, sir.

Mr. WALGREN. Are currently filled. Are they focused on fire?

Mr. BRAGDON. Yes, sir.

Mr. WALGREN. There's no distraction? There's no direction of the personnel that we have within the Fire Administration to spend their efforts in pursuit of some other program not under your direction?

Mr. BRAGDON. That is correct. There is not.

Mr. WALGREN. Let me ask the same question of the Academy.

Mr. MCNEILL. Yes, sir. Mr. Chairman, in the Academy there are some 18 identified vacancies. Nine are in the Academy training professional staff, and nine are in the administrative site management staff.

Mr. WALGREN. Eighteen out of how many? What sort of a personnel——

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Mr. MCNEILL. Of 78, sir.

Mr. WALGREN. Eighteen out of 78. So something in the range of 20 percent, or thereabouts. Maybe almost up to 30 percent—25 percent.

Mr. MCNEILL. Yes, sir.

Mr. WALGREN. Why is that?

Mr. MCNEILL. Well I think, sir, in terms of the salary and expense cuts that we have incurred along the way—as General Becton referred to before—we have, in the last budget cycle had to go back and cut a lot of our S&E money that was in there, and we have just not had the money to bring those people on board.

We've tried to make some internal changes to deal with that, particularly in using more adjunct faculty to assist us in our courses. We are hoping that in 1987 perhaps there would be some opportunity to bring some needed personnel on board, but right now we don't know that for sure.

General BECTON. Mr. Chairman if I may point out that we are——

Mr. WALGREN. Yes, Director.

General BECTON [continuing]. Determined to live within the budget that we have received. By so doing, the Agency has, as of a year ago, had to cut many things, including: Travel, promotions, recruitment, upward mobility—to name four.

Back on January 31, it was necessary for me to announce a reduction-in-force of some 200 positions.

Recruitment has not been possible to fill the vacancies in Jim's area or in some of the other areas of FEMA. Hopefully, when we get through the current drill for providing an operations plan to the Congress dealing with the Gramm-Rudman-Hollings Act, maybe then we can deal with the subject of filling the vacancies that we have.

Mr. WALGREN. So it is a question of lack of funds at that point. Is that right? Is that—the Congress didn't give you enough money in that particular line item to fill that number of spaces. Is that what I understand?

Mr. MCNEILL. Mr. Donovan is going to answer that—the Superintendent of the Academy.

Mr. DONOVAN. I got passed the hot potato.

Yes. The Congress did appropriate enough money for 78 positions. But because of the condition of the Agency and the whole salary and expense cut everyone is taking their cuts.

In addition, there were fire reps out in the regions in unfunded positions. As you know, the Director—previous Director got whacked by Congress over the fact that he had a lot of positions that were unfunded positions. And nine of those were regional fire reps. Those fire reps are now being absorbed into other positions in the regions. But we have had to use some of the fire money, because they are fire people, too—we've paid for their salaries until the time they can be absorbed into another program in the Agency. They're at a GS-13 level so you could hire two secretaries, for instance, at a three or five step level in place of a person in a GS-15 level.

Mr. WALGREN. Is there any comparable experience with other emergency training systems where we either have, or do not have,

travel stipends? Do we have travel stipends in any other area in FEMA?

General BECTON. Right now, we do have travel stipends now for the NFA, but for fiscal year 1987 there would be an elimination of travel stipends. I would point out, sir, that this is not just unique for FEMA, it is also unique for other Federal schools, to include the FBI Academy which also will be going to zero funding—for stipends. The Emergency Management Institute, which is part of the National Emergency Training Center, and shares status with the NFA at Emmitsburg, have stipends now and will not have stipends come the first of October.

Mr. WALGREN. The Chair recognizes Mr. Boehlert.

Mr. BOEHLERT. Superintendent Donovan, the breakdown, the 210,000 or so students that have been trained, do you have any breakdown on paid versus unpaid?

Mr. DONOVAN. We keep track of two sets of figures.

First of all we keep track of the career—the person that comes, whether they are a full-time career professional or a volunteer professional.

We also keep track of the organizations they come from because in this country we have 30,000-odd fire departments, 30,000 plus or minus—and of that group some are fully-paid, and then there is a big group that are from combination fire departments. Around here those combination fire departments—and you are going to hear from one of the chiefs, Chief Estepp from Prince Georges County—have a career fire service and a volunteer fire service. Prince Georges is a big fire department that is organized on a county level. Many places in this country have a combination fire department. For example, where I am from in Massachusetts, my town of Hopkinton, there is a combination fire department with six full-time people and about 40 volunteers, part-paid people.

When they come to the Academy we ask for the type of organization. We have about 25 percent of our students representing that combination fire department or a pure volunteer fire department.

In terms of the actual career status of the person, we have about 3 percent of our students who are pure volunteer and the balance are either allied professions or career firefighters.

Mr. BOEHLERT. Well, that is why I think it is somewhat unique when—General, you mentioned the FBI Academy, for example—the people attending the FBI Academy from local law enforcement agencies are professional paid people. You are not dealing with volunteers. And I can't think of any other training program in the Federal Government where we are training volunteers. Maybe I am wrong, but I am particularly concerned about the plight of volunteers, because in most instances, and I can only speak for my own experience in my own State of New York, but volunteer firefighting units tend to be in the more rural areas, lower income areas, people who are really giving of their time and talent but they don't have that extra ingredient of cash to get the training they really want, and the stipend really might make the difference.

The one time last year when you pulled the stipend program for a while—a 30-percent dropoff in attendance. Boy, that tells us something, doesn't it?

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Mr. DONOVAN. Let me share with you one other area that we have a tremendous volunteer participation in. That is in our weekend programs. We mentioned it in our videotape.

We have 13 States that sponsor weekends where they bring about 200 people in buses—and, in fact, the Michigan Fire Association this year flew in 200—so that the volunteers could come to their National Fire Academy. Pennsylvania has been doing it for a number of years. New York State does it, and Connecticut, Maine, New Hampshire, and Vermont are banding together for next year to do a tri-State weekend. And we have about 80 percent of those people representing, in career status, the volunteer fire service. I would say about 95 percent of them come from that combination or pure volunteer fire department.

Mr. WALGREN. Let me understand, though. You said that of the total trained only 3 percent were pure volunteer. And then these weekend—are they separate? Are you——

Mr. DONOVAN. Yes, I should clarify that. Three percent of the people that take the 2-, 3-, 4-, or 13-week programs on campus are pure volunteers. In the weekend programs we separate out—they don't get stipends. We provide the lodging. We provide all of the materials and everything for them. They pay for their own food and their transportation.

Mr. WALGREN. I see.

Mr. DONOVAN. And usually they band together and—like Connecticut last weekend had four buses that the Connecticut Fireman's Association paid for.

Mr. WALGREN. Your 200,000 number includes the weekend program?

Mr. DONOVAN. Yes. About 40,000 have been trained on campus in the long programs, and then 170,000 roughly, in either our off campus outreach efforts and our train-the-trainer program or our on campus weekend program. The linkage to both State and locals is through our train-the-trainer program.

Mr. WALGREN. OK.

It would seem, then, that the people that are in the 2-week and the 3-week programs really are professional and career at that point, and that, therefore, you are reaching leaders, as such, in those programs rather than the line fireman. Is that correct? So your 2- and 3-week program is really almost totally focused on a person that is able to transfer what he learns—and is in a position to transfer what he learns—to other local firefighters?

Mr. MCNEILL. I think, Mr. Chairman, it puts a responsibility on the Academy staff to be at the highest-quality level because you are talking about very high level people who are experienced day-to-day. Our burden is to make sure we are not preaching old news about modern fire training. And we have that burden to have good adjunct faculty there to help us stay as realistic as we can.

Mr. WALGREN. Well, OK. Anything further?

Well, with that let me thank you all for both what you do and your relationship that you have with this committee. We value it very highly and want to encourage you in these responsibilities. We will do our very best to be sure that you have adequate resources to do what we would hope you would be able to do, and

that those resources will be specifically directed and not taken from other functions that you also have responsibility for.

I hope that those involved in the administration other than General Becton might be able to stay and hear some of the further testimony, because there are a lot of people that would like to have their experiences considered in how you allocate your efforts.

I understand, General, that you have a commitment, and we do appreciate very much your being available to us.

General BECTON. Thank you, sir.

We appreciate the opportunity, and the personnel from FEMA will remain to listen.

Mr. WALGREN. Thank you.

General BECTON. I have to go.

Thank you.

Mr. WALGREN. Thanks very much.

We are just grouping, folks, and without any strict lines of definition—but they are all people who have a real perspective and contribution to make to what the Federal Fire Program should be. And in this—the first panel—I'd like to ask to join this panel Fred Richards, the supervisor of curriculum for standards and education in the New York State Department of Fire Prevention and Control. And along—with underlining on the New York State Fire Control—and joining in this panel also Chief Jim Estepp of the Fire Department of Prince Georges Country, MD, representing the International Association of Fire Chiefs; John Gerard, the Washington representative for the National Fire Protection Association; Romeo Spaulding, the national legislative liaison for the International Association of Black Professional Firefighters; Jim Monihan, chairman of the National Volunteer Fire Council; and Ed McCormack, the executive director of the International Society of Fire Service Instructors.

Folks, if you would all join us. We appreciate your involvement in this issue, and we want to salute the contributions that you make throughout the year in your work. And we especially appreciate your giving us the benefit of the opportunities that you see on a day-to-day basis, and the observations that you can give us from your perspectives on the Federal programs as we now have them from year to year.

Let's start first, then, with Mr. Richards, and we will go through the list.

Mr. Richards.

STATEMENT OF FREDERICK S. RICHARDS, SUPERVISOR, CURRICULUM, STANDARDS AND EDUCATION, NEW YORK STATE DEPARTMENT OF FIRE PREVENTION AND CONTROL

Mr. RICHARDS. Mr. Chairman, members of the committee, my name is Fred Richards, and I appear before you today on behalf of New York State's secretary of state, Gail S. Shaffer, and our State Fire Administrator Francis A. McGarry.

In New York State the Department of State Office of Fire Prevention and Control is the agency designated by statute to serve as liaison with the Federal Emergency Management Agency's National Fire Academy and the U.S. Fire Administration.

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Since its inception, our agency has worked closely with the National Fire Academy and the U.S. Fire Administration on such significant issues as: Train-the-trainer programs, public education, planning for arson prevention and control, and fire data collection. We are appreciative of this opportunity to address this committee today because we believe the administration's budget proposal for the National Fire Academy and the U.S. Fire Administration, if carried out, will adversely impact New York State's effort to improve firefighter education and ultimately the fire safety of our citizens.

Our first order of testimony regards the National Fire Academy. In the most positive terms we can say New York's firefighters have benefited greatly from the residential and field programs provided by Superintendent Donovan and his excellent staff.

Firefighters from our 1,750 volunteer fire departments and 112 career departments have availed themselves of the quality programs provided by the NFA. Since 1983, when New York State received FEMA's outstanding public service award for its high level of course participation, the number of New York State students attending both residential and field-outreach programs has steadily increased.

Just last month over 200 firefighters from all over New York State gathered in Emmitsburg to participate in a second New York State training weekend.

The National Academy's role of providing advanced courses unavailable at the State and local level has addressed a most vital need for us. The Academy's philosophy of developing programs that can be handed off and ultimately delivered by State and local fire service agencies has likewise been a worthwhile concept.

During the past year alone New York State has graduated nearly 6,800 participants from these train-the-trainer courses. Any time you can train 12 people and have them in turn improve the knowledge, skills, and abilities of hundreds of others, you are providing a cost-effective program.

Even the most casual observers will admit better-trained firefighters do a more effective job of preventing and suppressing fires.

In urban areas firefighting capabilities are critical to domestic and economic stability.

Cities need to have properties kept on the tax roles. Better-trained officers and instructors not only improve the municipality's property loss experience, but help reduce injuries and deaths to citizens and firefighters alike.

As in many States, a majority of New York's firefighting force, about 85 percent, is made up of volunteers. The Federal Government's investment in the National Fire Academy has been a strong incentive to volunteer firefighters and officers to get involved and become more proficient.

During the past year the NFA assisted our State and the New York City Fire Department in the development of the Nation's first mandatory training program for first-line supervisors.

Since April 1, 1985, all newly promoted fire officers of New York State's career fire departments have been required to complete a State certified 4-week training program at the New York City Fire Academy.

Also beneficial has been the National Academy's Training Resource and Data Exchange Program, which has allowed our fire service administrators to exchange ideas and utilize the resources available from other States.

The National Academy's leadership role in the Open Learning Fire Service Program has been a benefit to many of our firefighters and officers. It has enabled them to pursue a professional degree program which otherwise would not have been available or, due to time constraints, possible.

As these facts indicate, there exists a strong working relationship between the State of New York and the National Fire Academy, resulting in close cooperation and mutual respect.

Frankly, the fire service of the State of New York is concerned. We believe that the administration's proposal to end the travel stipend program and charge residential students a lodging fee will have a dangerous effect on attendance at the National Fire Academy. Many communities in New York State, already burdened with tax cuts, could no longer afford to send their personnel to the National Academy. This resulting reduction in services at the Federal level will severely impact New York State's own training programs.

Knowing of the administration's support and promotion of voluntarism it is difficult for us to understand why the Federal Government would want to curtail the type of programs that reap the large dividends these do.

When you weigh the time and commitment given by our communities and students to improving fire protection, we believe the Federal Government is hard-pressed to find a better investment for its money. When natural or man-made disasters occur, the fire service stands as the one organized group that consistently intercedes on behalf of the public. At the State level we realize the importance of firefighter contribution. We hope that our leaders at the Federal level also grasp a similar understanding.

If the program reductions suggested in the proposed budget are implemented, New York State's training programs will be severely stressed trying to provide those training opportunities for firefighters not currently available at State or local levels.

If the current travel incentives are curtailed, the cost of travel from New York to the National Fire Academy would, in many cases, be at the personal expense of New York State firefighters. In addition to the financial loss from their full-time employment, and the time and energies they are contributing in volunteer community service, we are asking them to put their personal dollars on the line for others. In many communities it is difficult enough to recruit firefighters in the voluntary sector. Now we are telling them they must pay for the privilege of being trained to protect their families and neighbors.

At the National Academy stands a memorial that President Reagan commemorated to our fallen firefighters. During our New York State weekend in February I observed New York State's flag proudly flying beside the stars and stripes. Before the weekend was over I also observed the four flags over that memorial being lowered to half-staff because a 19-year-old volunteer from Vails Gate, NY, had lost his life fighting a fire.

Members of the committee, can we in all good conscience ask people to lay their lives on the line and not do all within our power to support and protect them? Frankly, the budget recommendations suggested by the administraton are not only economically unwise, but will in the long run cost all of us more because of reduced efficiency, additional losses, and increased accident-related payments.

We strongly urge this committee and all of Congress to reconsider the impact of this proposal. We feel it is vitally important to maintain the National Fire Academy's stipend program and the Government's underwriting of lodging fees.

The second area of concern we would like to address is the issue of the U.S. Fire Administration.

In the beginning the USFA provided a high level of excellent quality technical assistance to State and local fire service programs. In New York State we took full advantage of the resources available to improve fire protection within our State.

In 1976 New York was one of the first three States which began a national fire incident reporting system because of the support of the USFA. In 1979 and 1980 the technical resources of the U.S. Fire Administration assisted New York State in implementing a highly successful arson prevention and control effort. As a result of that technical assistance, New York was able to carry out programs which have contributed to reducing arson in our State by better than 30 percent.

In the past few years the total allocation of the U.S. Fire Administration has been far short of the 1973 recommendations suggested in the report of "America Burning." Our most urgent concern deals with the manner in which the USFA has utilized existing dollars.

In recent years there has been significant personnel cuts at the U.S. Fire Administration. These cuts have forced the Administration to move toward contractual arrangements for delivery of services. Based on almost 10 years of cooperation we, in the State of New York, believe that these contractual arrangements have been detrimental to the overall effectiveness of the USFA. We were getting results when technical assistance and expertise were being delivered by permanent staff members.

As an example, during the establishment of the New York State Arson Prevention Program, permanent staff people from the U.S. Fire Administration provided the continuality [sic] of service and expertise we needed. The cadre of resources they assembled resulted in a nationwide network of benefit to all State and local programs. Today, we experience a lack of consistency in these programs, thereby weakening this network of support.

Those of us deeply involved in fire protection question the logic of this most recent budget proposal. Can we overlook the need to reduce this country's losses from fire? Can we afford to throw away the progress that has been made to date? Can not funding of the U.S. Fire Administration really be considered a prudent move?

Mr. Chairman, we have not been totally satisfied with the approach of the U.S. Fire Administration in recent years. Yet, a critical need for the type of programs originally envisioned for this agency still exists. Therefore, we urge your committee and Con-

gress to support adequate funding so a strong permanent staff can be established, so viable programs can be developed, and so technical support and assistance can be provided New York State and other States on fire data, public fire safety education, and juvenile firesetter intervention programs.

In closing, I would like to address our last issue: the myth that Federal reserves expended on behalf of New York State's fire service, or that of any State, are giveaways. They are not. They represent contributions toward programs requiring shared responsibility and cooperative involvement.

For example, 36 fire service instructors from New York State provide institutional support to the National Fire Academy. Daily, New York State fire service personnel provide training, technical assistance, and fire protection support to a myriad of Federal agencies of our State—or in our State. This includes the military branches, GSA installations, veterans hospitals, Federal land preserves, post offices, and other various entities.

Then, too, our office and our communities train and protect industries, many of which are international, critical to the Nation's economy.

Fire protection is not simply a local responsibility. It is a shared responsibility, and the Federal Government's share must be maintained.

When you couple all these factors with the prime issues of citizen safety and economic stability we believe the cooperation effort and needs of our firefighters more than justifies the reciprocal support our Government plays through the NFA and the U.S. Fire Administration.

We belive that New York State has one of the strongest fire training and technical assistance programs in the country. We are extremely proud of our firefighters and the services they render. Yet, the fact remains that New York State's fire service needs the interest and support of our Federal Government if we ever hope to win this war we are waging against fire.

The support of the National Fire Academy and the U.S. Fire Administration by this committee and the Congress of the United States represents a vital and most important element in this ongoing effort.

If stipends are eliminated, where will the National Academy be 2 or 3 years from now? If the U.S. Fire Administration isn't funded, are we ready to accept again the irreversible increase in loss of lives and property? The New York State fire service hopes not.

Chairman Walgren and honored committee members, thank you for the opportunity to address you today.

[The prepared statement of Mr. Richards follows:]

TESTIMONY OF FREDERICK S. RICHARDS BEFORE THE SUBCOMMITTEE
ON SCIENCE RESEARCH AND TECHNOLOGY
HONORABLE DOUGLAS WALGREN, CHAIRMAN
March 12, 1986

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Also beneficial has been the National Academy's Training Resource and Data Exchange (T.R.A.D.E.) Program which has allowed our fire service administrators to exchange ideas and utilize the resources available from other states.

The National Academy's leadership role in the open learning fire service program has been a benefit to many of our firefighters and officers. It has enabled them to pursue a professional degree program which otherwise would not have been available, or, due to time constraints, possible.

As these facts indicate, there exists a strong working relationship between the State of New York and the National Fire Academy, resulting in close cooperation and mutual respect. Frankly, the fire service of the State of New York is concerned. We believe that the Administration's proposal to end the travel stipend program and charge residential students a lodging fee will have a disastrous effect on attendance at the National Fire Academy. Many communities in New York State, already burdened with budget cuts, could no longer afford to send their personnel to the National Academy. This resulting reduction in services at the federal level will severely impact New York State's own training programs.

Knowing of the Administration's support and promotion of volunteerism, it is difficult for us to understand why the Federal government would want to curtail the type of programs that reap the large dividends these do. When you weigh the time and commitment given by our communities and students to improving fire protection, we believe the federal government is hard pressed to find a better investment for its money. When natural or manmade disasters occur, the fire service stands as the one organized group that consistently intercedes on behalf of the public. At the State level, we realize the importance of the firefighter's contribution. We hope that our leaders at the federal level also grasp a similar understanding.

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If the program reductions suggested in the proposed budget are implemented, New York State's training programs will be severely stressed trying to provide those training opportunities for firefighters not currently available at State or local levels. If the current travel incentives are curtailed, the cost of travel from New York to the National Fire Academy would in many cases be at the personal expense of New York State firefighters. In addition to the financial loss from their full-time employment and the time and energies they are contributing in volunteer community service, we are asking them to put their personal dollars on the line for others. In many communities it is difficult enough to recruit firefighters in the voluntary sector. Now we are telling them they must pay for the privilege of being trained to protect their families and neighbors.

At the National Academy stands a memorial that President Reagan commemorated to our fallen firefighters. During our New York State Weekend in February, I observed New York State's flag proudly flying beside the stars and stripes. (Before the weekend was over I also observed the four flags over that memorial being lowered to half-staff because a 19-year old volunteer from Vails Gate, New York had lost his life fighting a fire. Members of the Committee, can we in all good conscience ask people to lay their lives on the line and not do all within our power to support and protect them? Frankly, the budget reductions suggested by the Administration are not only economically unwise but will, in the long run, cost all of us more because of reduced efficiency, additional losses and increased accident-related payments.

We strongly urge this Committee and all of Congress to reconsider the impact of this proposal. We feel it is vitally important to maintain the National Fire Academy's stipend program and the government's underwriting of the lodging fees.

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The second area of concern we would like to address is the issue of the US Fire Administration. In the beginning, the USFA provided a high level of excellent quality technical assistance to State and local fire service programs. In New York State, we took full advantage of the resources available to improve fire protection within our State. In 1976, New York was one of the first three States which began the National Fire Incident Reporting System (NFIRS) because of the support of the USFA. In 1979 and 1980, the technical resources of the US Fire Administration assisted New York State in implementing a highly successful arson prevention and control effort. As a result of that technical assistance, New York was able to carry out programs which have contributed to reducing arson in our State by better than 30 percent.

In the past few years, the total allocation for the US Fire Administration has been far short of the 1973 recommendations suggested in the report of "America Burning." Our most urgent concern deals with the manner in which the USFA has utilized existing dollars. In recent years, there has been significant personnel cuts at the US Fire Administration. These cuts have enforced the Administration to move toward contractual arrangements for delivery of services. Based on our almost 10 years of cooperation, we in the State of New York believe that these contractual arrangements have been detrimental to the overall effectiveness of the USFA. We were getting results when technical assistance and expertise were being delivered by permanent staff members.

As an example, during the establishment of the New York State Arson Prevention Program, permanent staff people from the US Fire Administration provided the continuity of service and expertise we needed. The cadre of resources they assembled resulted in a nationwide network of benefit to all State and local programs. Today, we experience a lack of consistency in this program, thereby weakening this network of support.

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Those of us deeply involved in fire protection question the logic of this most recent budget proposal. Can we overlook the need to reduce this country's losses from fire? Can we afford to throw away the progress that has been made to date? Can no funding of the USFA really be considered a prudent move? Mr. Chairman, we have not been totally satisfied with the approach of the US Fire Administration in recent years, yet a critical need for the type of programs originally envisioned for this agency still exists. Therefore, we urge your Committee and Congress to support adequate funding so a strong permanent staff can be established, so viable programs can be developed, and so technical support and assistance can be provided New York State and other states on fire data, public fire safety education, and juvenile firesetter intervention programs.

In closing, I would like to address our last issue - the myth that federal resources expended on behalf of New York State's fire service or that of any State, are give-aways. They are not. They represent contributions toward programs requiring shared responsiblity and cooperative involvement. For example, thirty-six fire service instructors from New York State provide instructional support to the National Fire Academy.

Daily, New York State fire service personnel provide training, technical assistance and fire protection support to the myriad of federal agencies in our State. This includes the military branches, GSA installations, veterans hospitals, federal land preserves, post offices and other various entities.

Then, too, our Office and our communities train and protect industries, many of which are international, critical to the Nation's economy. Fire protection is not simply a local responsibility. It is a shared responsibility and the federal government's share must be maintained.

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When you couple all these factors with the prime issues of citizen safety and economic stability, we believe the cooperation efforts and needs of our firefighters more than justifies the reciprocal support role our government plays through the NFA and U.S. Fire Administration.

We believe that New York State has one of the strongest fire training and technical assistance programs in the country. We are extremely proud of our firefighters and the services they render. Yet, the fact remains that New York State's fire service needs the interest and support of our federal government if we ever hope to win the war we are waging against fire. The support of the National Fire Academy and the US Fire Administration by this Committee and the Congress of the United States represents a vital and most important element in this ongoing effort.

If stipends are eliminated, where will the National Academy be two or three years from now? If the US Fire Administration isn't funded, are we ready to again accept the irreversable increase in loss of lives and property? The New York State fire service hopes not. Chairman Walgren and honored Committee members, thank you for the opportunity to address you today.

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ATTACHMENT

N.Y. STATE CIVILIAN FIRE DEATHS

1981 – 1984

Mr. WALGREN. Well, we appreciate that testimony, and in view of New York's contribution—inestimable—and particularly its Members of Congress have been particularly sensitive to the fire question on this committee.

I would like to recognize the gentlemen from New York.

Mr. BOEHLERT. Thank you, Mr. Chairman. Thank you, Mr. Richards.

You talk about, in your testimony, your strong feeling that the Federal Government must maintain its share. Can you tell us what the State of New York is doing—a maintenance of effort, or is it increasing the resources for these very important programs?

Mr. RICHARDS. Mr. Congressman, we have been very fortunate in the State of New York in the past 10 years to have a real growth and support from our administration in terms of what we are doing for the fire service, and the citizens in reality.

Yet, as we feel in most cases, there are never enough resources to do the jobs necessary. When you take a look at nearly 200,000 firefighters in a population of 16 million people, that requires a lot of effort—a lot of work. And we are just, I feel, starting to get a good handle on this whole problem that we have.

As long as we are still losing lives in New York, and, as you will see by the attachments in that testimony, over the years, with the assistance of the Federal Government that has been dropping. But there is still nearly—what—490 I think was the last year—of people that we are losing, you know, in losses. We are having almost 1,300 injuries to firefighters, as well as firefighter deaths and injuries to the citizens. That type of—we just can't——

Mr. BOEHLERT. But how about the dollar-and-cents commitment from the State government?

Mr. RICHARDS. Well, the dollar-and-cents commitment is around $4 or $5 million in terms of what we are doing through our office. A lot of that is local incentive to localities through State——

Mr. BOEHLERT. That's this year—current budget year? How does that compare with the previous budget year?

Mr. RICHARDS. About the same, sir.

Mr. BOEHLERT. So there has been a leveling?

Mr. RICHARDS. Yes, sir.

Mr. BOEHLERT. All right. Thank you.

Tell your boss, the secretary of state, who happens to be my constituent, that her Congressman is on the job.

Mr. RICHARDS. Yes, sir.

Mr. WALGREN. Thank you, Mr. Boehlert.

Well let's turn, then, to Chief Estepp. We would be pleased to have your testimony.

STATEMENT OF CHIEF M.H. "JIM" ESTEPP, FIRE DEPARTMENT, PRINCE GEORGES COUNTY, MD, ON BEHALF OF THE INTERNATIONAL ASSOCIATION OF FIRE CHIEFS

Mr. ESTEPP. Thank you, Mr. Chairman.

I want to thank you for the opportunity to testify today on behalf of the International Association of Fire Chiefs, and I especially want to thank the vice chairman, Mr. Boehlert, and yourself, and the other members of the subcommittee, for the consistent and un-

swerving support that you have shown in the past years when there have been similar efforts to eliminate Federal fire programs. In particular we want to thank you for the letter that both of you recently sent to Congressman Boland.

The International Association of Fire Chiefs represents this Nation's chief fire officers, and is here to speak for those fire chiefs who are charged with managing and administering the fire departments that are the Nation's first line of defense against an endless number of manmade and natural disasters.

In other words, our members are charged with protecting the public. Therefore, I appear before this subcommittee today to defend those Federal programs that help our members do a more effective job of protecting that public.

I would like to propose a scenario: what would you think, and what would the reaction of the public be, if every month one fully-loaded 747 took off from Washington, DC, and another took off from Los Angeles and, God forbid, they collided somewhere over the Midwest killing everyone aboard both aircraft? The official and public outcry would be deafening. Yet, that is approximately how many people we kill in fires every month in this country. I can assure you the outcry is far from deafening.

The human suffering and loss from fire is tragic; however, the economic loss is staggering. The overall annual loss from arson alone is in excess of $4 billion, and that doesn't account for a lot of the indirect loss.

From fires in general the loss is in the tens-of-billions of dollars. I think a figure was quoted today of some $25 billion, not to mention what that costs in lost tax revenue.

The point that we will try to make this afternoon is that with a modest amount of seed money, in the neighborhood of $25 million devoted to the Federal fire programs, those programs, over the last several years, have reversed a national trend, and have caused the decline in the country's human and financial fire loss statistics.

The list of the accomplishments of the Federal fire programs fills up more than 10 pages in our written testimony. Obviously, for the sake of time, I am not going to include that list in my verbal testimony. However, there are a few accomplishments that, I think, deserve special mention.

Since the Fire Administration and the Fire Academy programs have been in operation, life and property loss from fire in this country has turned downward. In a 6-year period deaths are down from 6,000 annually from a high of almost 8,000.

As a result of Fire Administration public education programs and leadership, some of which you saw earlier this morning, smoke detectors have been installed in more than 60 percent of our Nation's homes.

The Fire Administration has developed one of the world's most effective resources for fighting arson. This includes juvenile firesetter programs, arson early-warning systems, an arson information management system and development support for local antiarson programs.

Statistics now show that total incendiary and suspicious structure fires in this country are down 35 percent from a peak in 1977.

Civilian fire deaths in these same fires are down 24 percent from a peak, also, in 1977.

The National Fire Academy is the only Federal training facility with a clear mandate to give hazardous materials training to local-level emergency response personnel. In fact, I might point out that from your own Office of Technology Assessment, in a report released yesterday, they say that the most pressing national need in emergency response is finding an effective way to train first responders in how to handle different types of hazardous materials. That is a report just released yesterday from OTA.

In a recent IAFC survey, more than half of the public fire departments that responded said that they received their outside training from the National Fire Academy. Elimination of the Academy's student stipends will remove the primary affordable source of hazardous materials training available to the fire service. In fact, a recent poll of the metrofire departments—the large metrofire departments—by the IAFC, shows that 75 to 100 percent say that there will be a dropoff in attendance from their departments without this stipend program, and that they will not be able to cover these stipends from their own local budgets.

Federal funding for the Federal fire programs is extremely cost-effective in those terms. Few Federal programs can boast as many accomplishments with a total budget of less than $25 million a year.

The money needed to fund these programs is insignificant compared to the $312 billion requested for defense programs in fiscal 1987 alone. In fact, it would cost the taxpayers $10 million less to fund all Federal fire programs than it would be to purchase one F-18 fighter.

We realize the need for a balanced budget and a strong defense, and the absolute necessity to reduce our sizable Federal deficit. And we also realize that there will be some changes as a result. However, we do realize that there are other needs, and they are: To continue the essential downward trend in fire deaths and injury, and property loss in this country; to have a sound fire prevention education program for everyone; to educate fire officers in all aspects of fire protection; to continue much-needed fire research programs; and to maintain and improve the National Fire Data System, as well as promote to the fullest extent automatic detection, alarm, and suppression systems.

We can accomplish all of these objectives and more by refunding the Fire Administration, the National Fire Academy, and the Center for Fire Research at their current budget levels. A modest annual investment of $25 million—$25 million and the prospects are good that we can continue the downward trend in the tens-of-billions of dollars that we lose in this country every year from fire.

I want to point out, Mr. Chairman, that it would be necessary to restore funds if FEMA is mandated to continue these programs, that those funds would actually have to be restored, also, or we could simply fall off of their priority list without that additional funding.

We want to thank you, on behalf of all of the members of the IAFC, for the ability to testify today, and we would answer any questions you may have.

[The prepared statement of Mr. Estepp follows]

INTERNATIONAL ASSOCIATION OF FIRE CHIEFS • INCORPORATED

TESTIMONY OF

CHIEF M.H. "JIM" ESTEPP

OF THE

INTERNATIONAL ASSOCIATION OF FIRE CHIEFS

on

FISCAL YEAR 1987 BUDGET

FOR THE

UNITED STATES FIRE ADMINISTRATION
NATIONAL FIRE ACADEMY
CENTER FOR FIRE RESEARCH

testimony before the

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

U.S. HOUSE OF REPRESENTATIVES

March 12, 1986

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Mr. Chairman, I want to take this opportunity to thank you for inviting me, as a representative of the International Association of Fire Chiefs, to testify on this matter of vital importance not only to the American fire service, but to the citizens of this country threatened by fire, medical emergencies and other hazards requiring emergency response.

I also want to thank this subcommittee and you, its members, for the consistent and unswerving support that you have shown in past years when there have been similar attempts to almost eliminate the federal fire programs.

Mr. Chairman, members of the subcommittee, the International Association of Fire Chiefs, representing this nation's chief fire officers, is here to speak for those fire chiefs who are charged with managing and administering the fire departments that are the nation's first line of defense against fires, medical emergencies, floods, earthquakes, hazardous materials emergencies, and an endless number of manmade and natural disasters. In other words, our members are charged with protecting the public. Therefore, I appear before this subcommittee today to defend those federal programs that help our members to do a more effective job of protecting the public.

What do you think would be the reaction if, every month, one fully loaded 747 took off from Washington and another took off from Los Angeles, and they collided somewhere over the Midwest, killing everyone aboard both planes. The official and public outcry would be deafening; the attention given this problem would fill newspapers and television screens across the country. Yet, that is approximately how many people we kill in fires every month in this country. And the outcry is far from deafening.

Before this hearing is over, another three people will die in fires because fires kill approximately one person an hour. Unfortunately, most of those killed will be either over 65 or under 10 years of age.

The human suffering and loss from fire is tragic. However, the economic loss is staggering. The overall annual loss from arson alone is in excess of $4-billion. From fires in general, the loss is in the tens of billions of dollars. The point that we will try to make this afternoon is that with a modest amount of seed money -- the $25-million devoted to the federal fire programs -- those programs, over the last several years, have reversed a national trend and have caused a decline in the country's human and financial fire loss statistics.

Since the federal fire programs were started in the mid-1970s, we can register the following successes primarily resulting from stimulus provided by the fire administration and fire academy:

- The fire community worked for more than a decade to convince Congress of the need for a federal focus on fire,

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particularly fire prevention. The justification for these programs, the U.S. Fire Administration and National Fire Academy, has not changed.

- Since the USFA and NFA programs have been in operation, life and property loss from fire has turned downward. In a six-year period, deaths are down to 6,000 annually from a high of almost 8,000.

- As a result of USFA public education programs and leadership, smoke detectors have been installed in more than 60% of the nation's homes.

- The USFA's National Fire Incident Reporting System was established and now links more than 11,000 fire departments in 39 states. This information exchange network is invaluable both as a gauge of the fire problem and our success in combatting it. It can be managed effectively only at the federal level.

- The USFA has developed one of the world's most effective resources for fighting arson. This includes juvenile firesetter programs, arson early warning systems, an arson information management system and development support for local anti-arson activities. Statistics now show that total incendiary and suspicious structure fires are down 35% from a peak in 1977. Civilian deaths in these same fires are down 24% from the peak in 1977.

- The USFA has taken the lead in developing a number of important fire fighter health and safety programs, including Project FIRES, the purpose of which is to design new state-of-the-art protective clothing for fire fighters. It is important to point out that Project FIRES did not reinvent the wheel, but took proven "spin-off" technology from NASA's space program and adapted it to the fire service. Project FIRES also has involved the private sector in developing materials for the protective clothing.

- The USFA is a much-needed clearinghouse of fire information. It has played a leading role in disseminating information on fire prevention, the use of smoke detectors and sprinkler systems and a five-step planning process for public fire safety education program managers.

- The fire administration has made a special effort to reach out to children -- the frequent victims of deadly fires. In fact, children under five account for 17% of all fire deaths. This effort has included the successful production of the Sesame Street pre-school fire awareness program.

- The National Fire Academy serves as an advanced training facility for the American fire service at all levels of government. The academy has played a major role in standardizing the use of proven fire protection programs and grooming the professional men and women called upon to use them.

- Recent years have seen a marked increase in public con-

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cern over toxic chemical accidents. In communities across the country, it is nearly always the fire service that must respond when these incidents occur. The National Fire Academy is the ONLY federal training facility with a clear mandate to give hazardous materials training to local-level emergency response personnel. In a recent IAFC survey, more than half of the public fire departments that responded said that they received their outside training from the National Fire Academy. Elimination of the academy's student stipends will eliminate the primary affordable source of hazardous materials training available to the fire service. It also will mean that the emergency response personnel expected to handle hazardous materials accidents (i.e., protect the public) will not have anywhere to get this vital training.

o Federal funding for fire prevention programs is extremely cost-effective. Few federal programs can boast as many accomplishments with a total budget of less than $25-million a year (USFA - $7.364-million; NFA - $11.691-million; and CFR - $5.81-million. Total - $24.856-million).

o The $25-million needed to fund federal fire programs is insignificant compared to the $312-billion requested for defense programs in the fiscal 1987 budget. In fact, it would cost the taxpayers $10-million less to fund all federal fire programs than to purchase one F-18 fighter aircraft.

Although I realize it already has been the subject of another hearing, before closing I want to say a word in defense of the Center for Fire Research at the National Bureau of Standards. The center is an internationally respected scientific research facility. The elimination of the center would destroy the only federal scientific body that has aggressively researched and analyzed the chemistry and physics of fire. This pioneering effort has led to a fundamental understanding of the nature of combustion and the development of fire-resistant materials and building techniques.

It is also worth pointing out that the Center for Fire Research was primarily responsible for developing the technology that lead to the smoke detector and the quick response sprinkler...two technologies that the fire administration is using to promote improved fire safety across the country. This is a good example of the flow of technology and information from the center to the fire administration to the public.

Finally, elimination of the Center for Fire Research would leave the United States as the only industrialized nation without a central, federal fire research facility....an embarassment in light of the fact that the U.S. has one of the highest fire death rates of any of the industrialized nations.

We realize the need for a balanced federal budget and the absolute necessity to reduce our sizable federal

a result. However, we also realize the need:

- to continue the essential downward trend in fire deaths and injuries;
- to continue the reduction in property loss from fire;
- to have a sound fire prevention education program across the country;
- to educate fire officers in ALL aspects of fire protection;
- to continue fire research programs;
- to maintain and improve the national fire data system; and
- to promote to the fullest extent automatic detection, alarm and suppression systems.

We can accomplish all of these objectives and more by refunding the U.S. Fire Administration, National Fire Academy and Center for Fire Research at their current budget levels ...a modest annual investment of $25-million....$10-million less than the cost of one F-18 jet fighter. Twenty-five million dollars...and the prospects are good we can continue the downward trend in the tens of billions of dollars we lose in this country every year from fire.

How can we measure the value to our society of those who are still alive because of these programs. Statistically, it is likely that somebody in this room or a family member of someone in this room right now might number among the almost 10,000 lives saved over the last five years. Funding for the programs is more than dollars. It is a statement and commitment on the part of the whole country that fire is a problem with which we must deal.

I have attached a detailed list of the U.S. Fire Administration's major accomplishments from fiscal year 1983 through fiscal year 1985. If you have no objection, I would like to have that list included as a part of the official record.

Thank you for this opportunity to testify.

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U.S. FIRE ADMINISTRATION

MAJOR ACCOMPLISHMENTS: FY 83-85

Reorganization Matters

- Completed transition to NETC/TFPD (FY 83-84)
  - New organizational plan approved by Director
  - Consolidated in new offices in "N" Building
  - Recruited staff for 20 FTE
- Established new working relationships with National Fire Academy and Emergency Management Institute (FY 83-84)
- Developed new program priorities in consultation with Joint Council of Fire Service Organizations (FY 83)
- Completed several carry-over FY 82 projects (FY 83)
- Completed 100% funding of program plan despite transition period (FY 83)

Program Accomplishments	Estimated Funds Expended
I. Policy and Coordination (Fire & Rescue Service Mgmt)	
o New Program Planning	
Initiated planning for several new programs, i.e. National Community Volunteer Fire Prevention, national residential sprinkler, and private sector participation programs. (FY 83-85)	175 k
o Integrated Emergency Management	
Developed and funded with support from FEMA/SLPS a major Integrated Emergency Management System (IEMS) project with the International Association of Fire Chiefs (IAFC). This effort, started in FY 83, has developed and promoted improvements in emergency management planning and operations from the fire and public safety perspective. Promoted and monitored by a national advisory committee, this project has produced many important products including 15 regional IEMS workshops; varieties of information through a	

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clearinghouse, Fire Chief Magazine, and other publications; a planning guide for community leaders; and an IEMS workshop kit; and also provides analysis and input into SLPS programs in data collection and use, continuity of government and emergency support services.

(FY 83-85) 300 k

- o Fire Executive Fellowship Program

Established the FEMA Fire Executive Fellowship Program at Harvard University in cooperation with the JFK School of Government and the National Fire Academy (NFA). A national competition is used to select senior fire executives to attend a three-week program at Harvard. Sixteen Fellows have been selected over three years. This program is now incorporated into the master curriculum of the NFA.

(FY 83-85) 125 k

- o National Leadership Conferences

With support from the National Fire Academy, carried out several national leadership conferences. One, the "Partnerships Against Fire" attracts fire officials, educators, community groups and others. Another conference brought the 50 State Fire Marshals together in cooperation with the Fire Marshals Association to focus on the unique and changing issues facing states.

(FY 83-85) 275 k

- o Volunteer Fire Service Communications

In cooperation with the National Volunteer Fire Council, supported effort to improve information network among nation's volunteers. Also supported Stonebridge planning conference with NFA.

(FY 83-85) 60 k

- o Consensus Codes Program

In fulfillment of mandates of PL 93-498, supported the ongoing consensus codes process of the National Fire Protection Association (NFPA). The promulgation and adoption of improved codes will lead directly to a further decline of the loss of life and property due to fire.

(FY 83-85) 875 k

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- o Alternative Fire Service Methods & Management

  Assessment of the various methods that local governments are using to provide fire protection and other fire prevention. Information shared with state and local fire services including manuals, other publications and materials.

  (FY 83-85) 60 k

- o FEMA Regional Support

  Provision of funds to Regions to support regional fire information centers.

  (FY 83-85) 45 k

- o Basic Fire Research (CFR)

  Reinstituted joint research projects with NBS/Center for Fire Research (CFR) supported by USFA funds. These projects involve basic testing, modeling and analysis on subjects such as smoke detectors, extension of use of residential sprinkler technology, fire safety, trade-offs and cost/benefit analysis of firefighting protective equipment.

  (FY 85) 300 k

- o Fire Safe Cigarette Research (CPSC)

  USFA Administrator appointed as Vice-Chair of Interagency Committee established by Cigarette Safety Act of 1984. Technical Advisory Committee (15) representing public health, fire safety, furniture and tobacco industries oversees the research activities of this program.

  (FY 85) 150 k

II. Firefighter Health and Safety

- o Project FIRES (Firefighters Integrated Response Equipment System)

  During the past three years, the Fire Administration has been involved in a program to improve the design and performance of structural firefighters protective clothing and equipment. This project has produced and field tested three versions of prototypes aimed at lowering the metabolic load of firefighting without sacrificing protection. Prototypes have been field

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tested in 14 cities. The next version of NFPA 1971 (standard on protective clothing for structural fire-fighting) will reflect the research findings of project FIRES.

(FY 83-85) 370 k

o Firefighting Equipment

The United States Fire Administration has been active in the development and testing of tools and equipment for firefighting. Two of the units which are being developed are a short-range radio for fireground communication and an oxyen rebreather breathing apparatus for special incidents. These units have reached the prototype stage and are currently in field testing.

(FY 83-85) 300 k

o Standards Making Activities

The U.S. Fire Administration has been active on the committees that set standards for sprinkler systems and for firefighter proteciton. This has included work with the National Fire Protection Association and the American Society for Testing and Materials.

(FY 83-85) 2 k

o Stress Management and Model Program for Firefighter Physical Fitness

Developed the framework for a program to address both firefighter physical fitness and stress management. The physical fitness program will be for firefighters who require extensive work to pass the initial physical fitness performance examination. The stress management effort is for reducing stress affecting the fire service in today's environment.

(FY 85) 210 k

o Apprenticeship Program

In cooperation with the International Association of Fire Chiefs (IAFF), the USFA has supported the program to develop, promote and implement apprenticeship training for firefighters and emergency medical technicians. This program serves to standardize the training received by departments throughout the country.

(FY 83-85) 1.5 Mil

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o Northwest Firefighter Mortality Study

The University of Washington Harborview Medical Center is conducting a mortality study of firefighters in the City of Seattle, Washington. This study looks at all causes of deaths that may be associated with changes in fire smoke exposure in recent decades.

(FY 85) 82 k

o Smoke Detector Effectiveness

Single station smoke detectors have been in general usage for ten years. To determine smoke detectors long-term effectiveness, the USFA conducted a study of public education, proper installation, maintenance, and reliability of smoke detector components.

(FY 83) 30 k

o Smoke Inhalation Study

The USFA has contracted with the American College of Emergency Physicians to develop a diagnosis and treatment protocol for victims of smoke inhalation. This project is nearing completion (June 1986) and the results will be disseminated to the medical community.

(FY 83) 76 k

o Fire Department Safety Officer's Reference Guide

The Fire Administration funded the Fire Department Safety Officer's Reference Guide. The work was performed by the National Fire Protection Association (NFPA) and it will be made available through (published by) the NFPA.

(FY 83-85) 29 k

o Protective Clothing

The Fire Administration is actively working with the American Society for Testing and Materials (ASTM) F-23 Committee on Protective Clothing to develop standards for chemical protective clothing for use by the fire service. This is a continuing 1984 initiative and complements USFA's participation on the newly formed National Fire Protection Association (NFPA) 1971 Subcommittee on Hazardous Materials Protective Clothing.

(FY 85)

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III. Fire Prevention and Arson Control

o Community-Based Anti-Arson Program

Developed and funded through competitive grants to various community organizations. Over 30 grants provided to create neighborhood based anti-arson programs to mitigate arson related fires.
(FY 84-85) 570 k

o Community Volunteer Fire Prevention

Congressionally mandated effort to increase the scope and effectiveness of local fire prevention through a merger of federal, state and local resources with the private sector to support new community prevention, education and protection programs. Grants awarded to States (20 and DC to date) who in turn fund local projects (61 projects currently).
(FY 84-85) 3 Mil

o Residential Sprinkler Program

Application of quick response sprinkler technology offers a means to dramatically reduce loss of life and destruction to property. Since 1974, USFA has spent considerable resources to develop quick response sprinkler heads. With a significant increase in funds from Congress in FY 85, the USFA has been able to extend the application of this technology through additional research, demonstration and information dissemination. Examples are:

- Research: unique occupancies, cost-benefit analysis, and local fire tests (San Francisco, CA and Lisle, IL)

- Demonstrations: Regional and local fire demonstrations, retrofit demonstrations in high risk occupancies and continuation of retrofitted mobile trailers (20).

- Info dissemination and technical assistance: Local documentation and publication, printed materials, "Ounce of Prevention," Regional workshops, national conference, and technical assistance (Operation Life Safety).
(FY 83-85) 2 Mil

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- o Juvenile Firesetter Program

  Sesame Street and the Childrens Television Workshop, in conjunction with other youth projects, has resulted in development of guides for juvenile counseling to be used by local fire services and schools as well as by the NFA in its field programs.

  (FY 83-85) 300 k

- o Arson Information Management System

  Designed to run on the various microcomputers used by the fire service today, the USFA has developed and refined this technical program for case management use at the local level to identify potential arson.

  (FY 83-85) 130 k

- o Arson Research and Development

  A variety of efforts are supported by USFA to identify and mitigate the worst effects of arson. These R&D efforts include the study of rural arson, support of the federal arson task force, and development of a model urban arson strike force.

  (FY 83-85) 150 k

- o Arson Education and Resource Projects

  Continued support of the Arson Resource Center, housed at the Learning Resource Center/NETC; information provision through the ABA, and the production of several arson and education directives provides the USFA with several methods for continuing to provide information to the fire services and related groups.

  (FY 83-85) 200 k

- o Teleconferences

  In conjunction with FEMA, USFA has funded and provided program management for a number of national teleconferences in arson, residential sprinklers and hazardous materials.

  (FY 84-85) 200 k

- o Codes Administration Project

  Developed and funded project to produce a computer-assisted, reality-based codes training program for local administrators and fire service officials.

  (FY 83-85) 100 k

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o Public Education and Awareness

Responding to Congressional interest in expanded public education and awareness, USFA is carrying out a broad-based program in support of all USFA programs. In addition, targeted education programs are being carried out starting with two efforts aimed at smoke detector maintenance and community volunteer fire prevention activities.

(FY 85) 1.1 Mil

IV. Fire Data and Analysis

o National Fire Incident Reporting System (NFIRS)

With the cooperation and support from the National Fire Information Council (NFIC), the USFA operates the NFIRS program. Program collects accurate fire data from throughout the U.S. with 38 states and 20 metro areas reporting on a voluntary basis.

(FY 83-85) 800 k

o Data Analysis Support

Manage a comprehensive program of data collection and analyses on issues and incidents relating to fire in response to requirement of P.L. 93-498. Publications and reports, such as Fire in the U.S., are disseminated to interested groups and the public at large.

(FY 83-85) 600 k

o Management Applications Project

Improvement of both long- and short-range planning and tactical decisions of fire executives through the development, testing and adoption of automated management information systems. Pilot sites (Arlington, VA; Prince William County, VA; and Southfield, Michigan) are testing the data systems and additional sites will replicate the data packages. Flexible and adoptable automated data systems will be available to other fire departments.

(FY 83-85) 800 k

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o Major Fires Analysis

In conjunction with support from the NBS/ Center for Fire Research, the USFA investigates and analyzes selected fires of special significance. Reports are developed for publication by national fire journals and for use by NFA in resident program.

(FY 83-85) 300 k

o Special Studies and Reports

Completion of special studies and reports on current issues facing the fire and rescue service. Examples are a lecture video series with NFPA, alternate heating studies, State-by-State analysis for Community Volunteer Program, firefighter health and injury surveys, public service announcements, and others.

(FY 83-85) 425 k

Mr. WALGREN. Well, thank you very much, Chief Estepp. We appreciate that, and we appreciate the organization.

Let's turn to Mr. Gerard.

STATEMENT OF JOHN C. GERARD, WASHINGTON REPRESENTATIVE, NATIONAL FIRE PROTECTION ASSOCIATION

Mr. GERARD. Thank you, Mr. Walgren.

We've submitted written testimony, and I will just summarize and try to make a couple of points that are contained in that.

I, too, would like to express NFPA's thanks and appreciation for the support that both the chairman and Mr. Boehlert have given to the fire programs over the years. We think that's extremely important.

I couldn't help but think—when Mr. Boehlert gave his opening statement today, he quoted two sayings that he felt were appropriate about an ounce of prevention being worth a pound of cure, and being "pennywise and pound foolish." And sometimes when I look at what's going on in response to Gramm-Rudman another saying comes to mind, and that is "throwing the baby out with the bath water."

Mr. WALGREN. You know, not to stop you there, but I do feel that—would like to underscore your words "in response to Gramm-Rudman," and I hope people do understand that there is a difference between Gramm-Rudman and the response to Gramm-Rudman. There is a certain irony that Gramm-Rudman would have preserved these programs absolutely. It would have reduced them perhaps 5 percent or thereabouts, but it would have locked in the range of congressional appropriations of the most recent budget year. And, in many ways, Gramm-Rudman is the umbrella that we can look to that will preserve programs. The problem is the response to Gramm-Rudman is to avoid the congressional perspectives that are represented by the last budget. The administration

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has sent up a response to Gramm-Rudman, which essentially zero-funds a host of programs in order to plus-fund their own priorities, and we all know what they are. So I just say that, as an aside, for us as citizens to know what target—or where the lack of support is coming from, and that it's not coming from Gramm-Rudman, per se, but from the response to Gramm-Rudman, as you have indicated in your testimony.

Mr. Gerard.

Mr. GERARD. Thank you, Mr. Walgren.

You know, I think most of the members of the joint council have experienced firsthand, either at the local or the State level, the consequences of budget reductions, whether it is Prop 13 in California, or 2½ in Massachusetts, or Trim locally, we have all experienced that.

One of the things that, I think, we have all recognized, too, in that process is that when you make those kind of reductions you do make across-the-board reductions. Everybody gets hurt a little bit, and, I think, that that has been the State and local experience, and it certainly should be the experience at the Federal level.

NFPA accepts the premise that reductions in Government spending are essential if we are to reduce the Federal deficit. How that is done, as you've so accurately pointed out—as citizens that concerns all of us.

Since the U.S. Fire Administration is recommended for zero-funding in 1987, I am going to address primarily those Fire Administration programs.

In 1982 OMB recommended zero-funding. The Congress, led by this committee, and especially you, Mr. Walgren, wisely ignored that recommendation. Both then and now OMB made the faulty assumption that the USFA programs can or will be transferred to or absorbed by local government. And those of us who have been in local government will be quick to point out, as even Senator Jake Garn did at the Senate hearings on March 5, that such an absorption or transfer is neither realistic nor appropriate.

Another thing that, I think, is really important in that issue: people begin to talk about the money. Does State and local government have the money to do that? And I can tell you that, as the fire chief in Los Angeles, if you gave me $100 million, there is no way that I could coordinate nationally the Fire Program. That has to be coordinated at the Federal level. Its not necessarily a money issue. If all of the State and local governments had all the money they wanted they still could not coordinate, at the Federal level, national programs. And, I think, that's a very, very key point that's lost when we start talking about just money.

The Fire Administration does address problems that are national in scope. They are not local problems. When you get to the local community, it is a local problem. But it's a problem in every community; therefore, it is a national program. And, I think, that's the good news in the OMB assumptions about the absorption at the State and local level.

OMB does assume that the Fire Administration programs should continue. So, I believe, what we are really talking about is where they should be continued, not who should be funding them.

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Needless to say that recommendation, both in 1982 and in this year, has the net effect of hamstringing an agency or a small group of people like the Fire Administration. To General Becton's credit—contrary to what was done in 1982 when they were zero-funded—General Becton has not made an effort to emasculate the Fire Administration this year expecting they are going to be gone next year. And, I think, that's really good news.

In the past, FEMA administrative support has often had a really serious impact on the Fire Administration and the Fire Academy's ability to deliver programs, to award contracts and grants.

In addition to those outside handicaps, the Fire Administration and the Fire Academy staff have not always taken advantage of input from constituents and other professionals in the fire field when they're developing their plans and programs. We are saddened by that fact, we've discussed it with them, and I am convinced that those kinds of problems are going to be corrected.

I am also convinced that we are here today to talk about the good news and the warts. So, we are talking about some of the warts.

So, where are we, really, with the Fire Program? Through a series of OMB actions, some decisions and inaction on the part of FEMA administrative support, and partly as a result of insufficient input from various constituent groups, the Fire Administration has not always been as effective as they could have been. But the National Fire Protection Association believes that the Fire Administration and the Fire Academy are extremely valuable resources. They have done, and will continue to do, much good for the American people. The good they do is far more than the cost of maintaining those two organizations, and you have had several examples so I won't go into the dollars and cents of that.

But there are good programs, just in broad scope: The smoke detector programs of the 1970's, the fast-response sprinkler that is just now really beginning to take off and move—those programs are really a direct tribute to the Fire Administration and the Fire Academy.

In addition, Fire Administration programs in support of learn not to burn curriculum, and other public education activities, have been of enormous benefit to the American people. The Fire Administration has participated with NFPA and the Center for Fire Research in a jointly funded fire investigation program, without which the lessons learned at major fires would never have come to light.

These are just a couple of the specifics. Obviously we could go on and on and on. But the message, as far as we are concerned, is very simple: Reduce expenditures if you must—if that is essential, then do it—but do not eliminate this very essential, cost-effective cog in the fire-protection machine.

Loss of life due to fire is lower now than it has been in recent history. The dollar loss is down, fire injuries are down, fire ignitions are down, the whole program is working. We have said that here before. The Fire Program at the Federal level is working. It has to continue to work.

The good news—that is good news. In a nation with the worst fire safety record of any industrialized nation in the world, when the fire record begins to improve that is really good news.

The Fire Administration and the Fire Academy are essential and integral parts of the fire protection community. The people of the United States can tolerate some reductions in those programs, but they cannot tolerate the losses that will result if those programs are eliminated. So I urge the Congress to reinstate the Fire Administration and to adequately fund the Fire Academy so that in fact we can continue to move ahead in fire protection in this country.

I would be happy to answer any questions. I want to thank you once again, Mr. Walgren, for your support.

[The prepared statement of Mr. Gerard follows:]

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TESTIMONY OF JOHN C. GERARD
NATIONAL FIRE PROTECTION ASSOCIATION

FEDERAL FIRE PREVENTION AND CONTROL ACT AUTHORIZATION

Before the

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY
COMMITTEE ON SCIENCE AND TECHNOLOGY
UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 17, 1980

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The National Fire Protection Association (NFPA) supports the reauthorization of the Fire Prevention and Control Act of 1974. In providing support for the reauthorization of this Act, the activities of the United States Fire Administration (USFA) and the National Fire Academy (NFA), as well as to place our testimony in a proper perspective the NFPA provides the following brief background concerning the Association.

The NFPA, founded in 1896, is a nonprofit, technical and educational membership organization. The Association has been America's principal public advocate for fire safety since its inception. Our membership of over 32,000 is drawn from the many disciplines involved in, and concerned about, the national fire problem. NFPA is not a trade or industry association. No one group or interest is dominant. The only common membership denominator is a concern about fire safety. Members include fire service personnel, fire marshals, electrical inspectors and city managers; architects, engineers and educators; health care facility operators and similar groups from commerce, industry, insurance and the Federal Government.

One of the principal functions of NFPA is the development of more than 200 consensus codes and standards related to fire protection. They include the Life Safety Code, the National Electrical Code, the National Fuel Gas Code and flammable liquids standards; sprinkler and similar installation standards and standards used for fire apparatus, firefighter safety and professional qualifications. NFPA has six other functions including public education, technical advisory services, research and development, and data collection and analysis.

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The NFPA is a founding member of the Joint Council of National Fire Service Organizations (JCNFSO). In fact, the NFPA sponsored the Williamsburg Conference where the Joint Council was formed. One purpose in the formation of the Joint Council was a desire to coalesce the interests of national fire groups concerned with improving fire protection in America. Those interests come to a sharp focus on programs, projects and activities of FEMA and the USFA. NFPA and the Joint Council have been supportive of the USFA from its inception. We continue to be supportive even in the face of the Gramm/Rudman/Hollings Deficit Reduction Act.

Most of the Joint Council members have personally and professionally experienced, at the local or State level the budget cutting, resource reductions that Gramm/Rudman/Hollings is implementing in the Federal Government. We are sensitive to the need to reduce expenditures. We are aware that all programs, projects and activities will be affected. Accordingly, the NFPA accepts the premise that reductions in government spending are essential if we are to reduce the deficit. Since, the USFA is once again recommended for zero funding in 1987, we will address our comments today only to that program.

In 1982 the Office of Management and Budget recommended zero-funding for the USFA. The Congress, led by this Committee, wisely ignored that recommendation. Both then and now, the OMB assumed that the USFA programs can or will be transferred to or absorbed by local government. Those of us who have worked in local government will be quick to point out, as Senator Jake Garn (R-UT) did on March 5th at the Senate Appropriations Committee hearing, that such absorption of

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transfer is neither realistic nor appropriate. Let us remember that the USFA should address only those problems which are national in scope. (If the USFA is doing work that is not national in scope then that work should be eliminated.) The OMB assumption does contain one very sensible element, however, and that is that the USFA programs should continue. So, one could take the position that we are not here discussing continuation, only where and how to continue these activities.

Needless to say, zero-funding recommendations have the effect of ham-stringing an agency, especially one as small as the USFA. In addition to this government handicap, the USFA staff has not always taken advantage of input from constituents or other professionals in their field when developing their programs, and we are saddened by that fact. We sincerly hope however, that that concern has been heard by the USFA and the problem will be corrected.

So through a series of OMB actions, some decisions made by FEMA management, and as a result of insufficient input from various constituent groups the USFA has not been as effective as it could have been. However, the NFPA believes that the USFA is a valuable resource that has done and will do much good for the American people and should remain in place (if necessary,at a reduced level).

The smoke detector programs of the late '70's and the recent fast response sprinkler developments are two programs that have already repaid their cost many times over.

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The fast response sprinkler technology was developed largely as a result of USFA programs. That initial effort has led to private sector research to expand the use of this new technology into all areas of sprinkler protection. These new applications will, over time, save countless lives and many dollars.

In addition, USFA programs in support of the Learn Not To Burn Curriculum and other public education activities have been of enormous benefit to the American people. The USFA has also participated with NFPA and the CFR in jointly funding fire investigations without which the lessons learned at major fires would never be identified.

So the message is simple - reduce expenditures if you must - but do not eliminate this very essential, cost effective cog in the fire protection machine. Loss of life due to fire is lower now than it has ever been, fire injuries are coming down, the frequency of fire ignitions is below the 1983 level. Real dollar losses have significantly declined in the past several years. There is a downward national trend developing. And for the nation with the worst fire safety record in the industrialized world that is really good news. This "good news" is due to programs, projects and activities carried out by the fire protection community, many of which are sponsored or facilitated by the USFA.

The USFA is an essential and integral part of the fire protection community. The people of the United States can tolerate some reduction in their programs without irreparable harm. They cannot tolerate the losses that will result if the work of the USFA is eliminated.

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Mr. WALGREN. Well thank you very much, Mr. Gerard. We appreciate your being a resource to the committee and appreciate that testimony.

Let's turn to Mr. Spaulding.

STATEMENT OF ROMEO O. SPAULDING, NATIONAL LEGISLATIVE LIAISON, INTERNATIONAL ASSOCIATION OF BLACK PROFESSIONAL FIREFIGHTERS

Mr. SPAULDING. Thank you, Mr. Chairman.

Before I begin, I am Romeo Spaulding. I am the national legislative liaison of the International Association of Black Professional Firefighters.

As I sat in here this morning and listened to the testimony, and most specifically to your questioning and your colleague's questioning of the FEMA representatives, I was somewhat elated. I want to commend you and the members of your committee for having not only the support level, but the wisdom and the vision to provide to the fire service, from a congressional standpoint, the type of leadership that we all could be very proud of. I wanted to say that before I said anything else because it takes a lot to go through the amounts of materials and listen to all of the different sides—the different stories—and to come out with that level of questioning and understanding and perception of what's really happening. And I thought that you had picked it up very eloquently this morning.

Mr. WALGREN. Thank you very much.

Mr. SPAULDING. Basically, the International Association of Black Professional Firefighters represents approximately 10,000 black minority firefighters throughout the United States, which is comprised of 85 chapters in 40 States. Additionally, we represent 25 black chiefs of major metropolitan fire departments within our Nation.

During our 16 years of existence the IBPFF attempted to address several areas of major concerns within the fire service. They were: (1) To address the need to increase the recruitment hiring and advancement of black minority citizens; (2) to identify, address, and take appropriate actions to eradicate racial injustices in all areas of the fire service; and, (3) to promote the development and implementation of effective pro-active fire service delivery programs.

The actual addressing of these concerns required implementing new strategies designed to dismantle traditional behavior that was found to exist throughout the fire service, which serves as the main basis of maintaining and promoting discrimination.

After making tremendous strides in these areas over the past 16 years, we now find ourselves faced with many of the same perilous conditions in 1986.

There is an attempt by the present administration to dismantle all of our affirmative action gains, which has caused a resurfacing of racial discriminations or conflicts against blacks and minorities within the fire service.

Also, the administration's wavering support of the U.S. Fire Administration and fire programs in the past and, in present, the abandonment of the same in the fiscal year 1987 FEMA—Federal Emergency Management—budget proposal demonstrates again the

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insensitivity of this administration's attitude toward a unified Federal fire focus. These attitudes will result in an increase in fire deaths, injuries, property loss, insurance premiums, and incident deficiencies which will cost the American public hundreds of billions of dollars. The economic impact within the first year alone will range around $25 billion in losses and increased cost of support services.

I was somewhat amazed when I sat here and listened to the response as related to what would happen to the U.S. Fire Administration and the Center for Fire Research and, of course, the fire programs in FEMA under the present fiscal year 1987 initiatives.

I don't know whether or not you got a clearer understanding, but I certainly did not. Basically, I thought maybe that they were not saying what they felt in their heart—and I think that was brought up maybe a little later on in the testimony—because what I am reading out of this is the fact that the zero-funding of the U.S. Fire Administration—the reduction in student stipends—would virtually make ineffective that particular organism. And we would certainly lose the Federal fire focus as was intended in the act back in 1973—the Federal Fire Prevention and Control Act. And as this particular area of service has impact upon what we call our black and minority citizens in the United States, we would find it would be devastating. (1) There were some programs that were developed by the U.S. Fire Administration that definitely impact positively on the fire problem that existed within black and minority and economically disadvantaged areas in this Nation.

They had begun to make some strides to: (1) Reduce the number of fire deaths that were occuring in these areas, and (2) redirect the type of proactive fire prevention or fire suppressive efforts to certainly make sure that they were on the same level and to bring about an improvement of deliveries in these areas.

Under the present direction we would find that: (1) There would be an increased return to that particular area in fire deaths. The black firefighters, as they would be impacted in attending the academy to receive the type of training that they have in the past—even though we have not been there in the numbers that we would like to have—would virtually be zero. In other words, we have a difficult time trying to get through the red tape just to get—at the local level—to get to the academy with the stipends. Without the stipends that would mean that would produce another layer of problems so that, for the most part, we might not find ourselves there at all. And if you would take that picture and apply it to the fire service as a whole—basically, under that particular concept, you would find that, for the most part, the firefighters—both black, white, and whomever—that would be accessing the academy under the reduction of stipends appropriations, would be those from the local area: Either Pennsylvania, Maryland, Virginia, or Washington, DC, who could get there either by vehicle or what. Those others who are in distant States would not have that luxury.

The other thing that impacts on that, I think it was mentioned earlier, is the fact of the current reaction to the Gramm-Rudman budget cuts. One of the things that I have heard—which I have not heard here this morning, but I have heard—is that FEMA, in its attempt to try to anticipate what would happen with these pro-

posed cuts, went and started to do something in their budget so that they could be ahead of the game. What happened whenever they got caught, you know, whenever the budget impact was applied to them—that was not listened to or adhered to from OMB, and as a result they end up with a double dose of a budget cut application to them, which I am quite sure severely hampered what they could do programmatically.

Basically, what I would say is that if we sit here this morning and allow ourselves to continue to react to these types of initiatives in this same manner, and try to anticipate what would happen and develop our program's strategies within that level, that we may be doing something on the same power and of equity that existed with the space shuttle, *Challenger*. If you recall that, that's an incident that recently happened whereby there was some testimony and concerns given prior to the launch. After the launch we all, in this country, witnessed the very tragic incident. And I must bring to your attention that that particular incident, indeed, was fire-related. One of the things that I think we need to look at is not only the present impact of the fire problem and what we are doing to try to reduce fire losses, but I think we should look at what we are faced with in the future. For instance, if we lose the Federal fire focus at this point, the futuristic impact of fire service delivery, as related to our space exploration and space stations—and also the continuance of telecommunications and teleconferencing to disseminate information—would be severely hampered. This should not happen.

States cannot do it, as was so adequately indicated earlier. What would happen is that we would actually return ourselves to what I would call the stone age, as related to responding to a definite need and a definite vison that we need to be projecting within the fire service.

The inferences that were made earlier about the—I guess those who were involved in developing programs at the academy not really listening to the fire service organizations from the joint council perspective before they really implement them has been addressed. And I would hope that as we move forward in the future that they would take that into consideration so that those programs that would be developed would reach the full spectrum and the level of expectation of reaching and doing something to revocate the type of fire losses that this country has experienced.

Basically, those are some of the things that I wanted to just highlight for you.

I have given you, I think, about seven pages of written testimony, which went through a lot of other things, so that you can look at how this would impact not only on the fire community, but most specifically those blacks and minorities that have been victimized by the fire problem in this country to no end.

In conclusion, I would like to say, you know, it's nothing new for—I guess you say—the black citizens or the minority citizens of this country to be experienced with very debilitating and eviscerating types of experiences. This is something—I think what we all have to do is come together, and put our minds together, and put our initiatives together to make the types of things that should be done in this country, as relate to fire service, be the things that this country could stand up and be proud of, and that we would

have a much more safer community within all areas of this country for all of the peoples of our Nation.

Thank you very much.

[The prepared statement of Mr. Spaulding follows:]

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INTERNATIONAL ASSOCIATION OF BLACK
PROFESSIONAL FIRE FIGHTERS
LIFE MEMBER
NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE

FY'87 AUTHORIZATION FOR THE FEDERAL FIRE PREVENTION AND CONTROL ACT

STATEMENT OF

ROMEO O. SPAULDING

NATIONAL LEGISLATIVE LIAISON

INTERNATIONAL ASSOCIATION OF BLACK PROFESSIONAL FIRE FIGHTERS

before the

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

COMMITTEE ON SCIENCE AND TECHNOLOGY

U.S. HOUSE OF REPRESENTATIVES

MARCH 12, 1986

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Mr. Chairman, Distinguished Ladies and Gentlemen of the Committee, my name is Romeo O. Spaulding. I am the National Legislative Liaison Director for the International Association of Black Professional Fire Fighters (IABPFF). The IABPFF represents approximately 10,000 Black and minority firefighters throughout the United States and is comprised of 85 chapters in 40 states. Additionally, we also represent 25 Black Chiefs of major metropolitan fire departments within our nation.

During our 16 years of existance, the IABPFF attempted to address several areas of major concerns within the fire service. They were: (1) to address the need to increase the recruitment, hiring and advancement of Black and minority citizens; (2) to identify, address and take appropriate actions to eradicate racial injustices in all areas of the fire service; and (3) to promote the development and implementation of effective proactive fire service delivery programs. The actual addressing of these concerns required implementing new strategies designed to dismantle traditional behavior that was found to exist throughout the fire service which served as the main bases of maintaining and promoting discrimination. After making tremendous strides in these areas over the past 16 years, we now find ourselves faced with many of the same perilous conditions in 1986. There is an attempt by the present Administration to dismantle all of our Affirmative Action gains which has caused a resurfacing of racial discrimination against Blacks and minorities within the fire service. Also, the Administration's wavering support of the United Stated Fire Administration and Fire Programs in the past and present abandonment of same in the FY'87 Federal Emergency Management Agency's Authorization Proposal, demonstrates again the insensitivity of this Administration's attitude towards a unified federal fire focus. These attitudes will result in an increase in fire deaths, injuries, property loss, insurance premiums and incident deficiencies which will cost the American public hundreds of billions of dollars. The economic impact within the first year alone will range around $25 billion in losses and increased cost of support services.

Lets return to "the basics" and take a look at what the National Commission on Fire Prevention and Control did over a decade ago. In so doing, maybe we can discover where the problem really lies.

Early in its tenure the Commission agreed that a significant reduction in life and property loss from fire was its objective. That is a clear and constructive response to a demonstrated public need. It was an attainable goal in 1973 and remains attainable today. Given our collective capacity and capability our immediate problem is a failure to organize exact performance.

In its two years of existence, the Commission immersed itself into the American system of fire loss management. Fire, a critical public safety issue, is by some characterized by a day-to-day individual indifference and a near irrational response when a serious incident occurs in a community. Historically, we have burried the dead, cleared the rubble, and failed to put into place actions which would have avoided the loss or decreased its impact. Some argue that the protection of ones own life and property from fire is an individual responsibility; others argue for a governmental responsibility to the point of contending fire protection is a right similar to health care and crime control. Mostly we agonize after the fact. History, both here and abroad, shows that societies have adopted a collective responsibility in the forms of

regulations and response to an incident. In an industrial society, because of its high population density, concentration and variety of product, and interdependence, the communal responsibility finds justification in both economics and social well being. There is little argument that fire control is an element of public health, safety and welfare and as such is to some degree a governmental responsibility.

The search for a model of the American system shows an inconsistent expression of responsibility by local government and a wide variance at the state level. In contrast, the federal level participates in the widest sense, examples are the provision of active fire suppression services for forest and field crops, the regulation of structural design through minimum standards, a consumer product safety service, and support of research in combustion, toxicity and burn treatment. The position that fire protection is a local responsibility is simplistic to the point of obscuring needs as well as political reality.

In contrast to the indifference characterization, Americans pay billons of dollars annually to share loss through insurance, donate to and participate in volunteer fire departments, pay taxes for suppression equipment and manpower, provide for building and fire code enforcement and share possessions with fire victims. There is a demonstrated concern for fire in America. We all recognize the growing list of threats that surround us. Yet fire loss is one area where risk can be managed; without a coordinated management effort the continuing losses are unconscionable.

In its chartering legislation, the Congress asked that the Commission advise how the federal government might act to reduce fire losses through appropriate recommendations. Four functional areas were recommended.

Title I of the legislation provided for hard science research through the Center for Fire Research at the U.S. Bureau of Standards. The Commission concurred and recognized the fire related corporate memory within NBS, its long term contributions to the concensus code system, and its existing facilities and professional capability. The suggestion was to actively encourage and participate in that effort.

But there were areas of research outside the Commission interpretation of the NBS organic charter that needed attention. They pointed out areas such as burn treatment and those within behavoral science. They catalogued such efforts and suggested their enhancement. It is the interaction of people with fire that is a particular concern of government.

The Commission found the existing fire data base inadequate. Management of any problem requires problem definition. What was needed was a valid statistical data base upon which intervention strategies could be developed and their results quantitatively evaluated. The operational aspects of such a data system were recognized as intense and difficult. The source of data would be at the incident level and observers would have to be trained. An interesting aspect of fire data is the need for details of fires that did not

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require the conventional services of fire suppression forces; a "non-fire" is the objective.

The Commission recognized that significant reduction would only occur from a cooperative effort between all level of government and the private sector. A critical function is information transfer; that was to be the assignment to the National Fire Academy. In discussion of the federal involvement, America Burning states:

> "The Academy... has an important function as a conduit of Federal assistance to local communities. Its educational programs could have pronounced effects on fire prevention, fire safety in buildings and the performance of local fire departments. All segments of the field of fire protection, both public and private will benefit..., and all should have a part in its development."

The Commission recognized that progressive leadership would require informed, willing and competent followers. Since an element in the program would be to test and learn, model programs were a preferred method. Program evaluation would be at the local level (incident level) and some consultive and financial support would be necessary. That liaison was to be the function of the Local and State Model Programs. Attainment of the fire loss objective requires that we move from an endless state of analysis and debate to "trying something out."

The four functions that the Commission found as appropriate are found in the blocks of the proposed organizational chart in America Burning (page 141). They are:

1. Research and Development
2. Information Systems (Data)
3. Academy
4. Local and State Model Programs.

The Commission wanted to be responsive to its Congressional mandate. It did provide guidance toward a constructive fire loss control program on behalf of the public.

Lets now examine what we received. After deliberation, the Congress provided an organizational form that was responsive through the U.S. Fire Administration. The appointment of Mr. Howard Tipton as the first Administrator brought both skill and experience in local public service management to the office. The initial cadre began programs that remain the major accomplishments of the USFA to date; among them were emphasis on the early warning fire detector, residential sprinkler development, incentives for master planning at the local level, the framework for a responsive data system, a substantive annual fire conference, and a plan for an information assimilation and dissemination system (the Academy).

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The Center for Fire Research was established within the NBS. Its contributions remain noteworthy. As a recipient of there work in the development of the quick acting residential sprinkler, I can assure you of their engineering value and utility. The CFR is a unique and extremely valuable capability, necessary for the management of the fire problem.

What has happened to USFA in the intervening decade is not clear. My conjecture is that the cohesiveness required of its advocates fractured along lines of their traditional turf. New, sometimes very vocal groups, emerged as authoritative spokesman to negotiate with the Legislature and Executive Branches. The battle for maturity and recognition of the USFA became so intense that they were nonproductive and as a result, gave a clear path for the Administration to abolish it. Compentent members of the staff "saw the handwriting on the wall" and were forced from their positions.

A series of Administrators followed, each dedicated, but having received most of their training and experience within the fire suppression service. The Congress found itself buying, selling, and establishing an academic campus structure for the National Fire Academy; the focus shifted toward specific needs within the fire suppression forces.

Over the time USFA has been nearly stripped of the authority and visibility that the Commission saw as essential and it drifted away from its engineering base in CFR. The government reorganization of the USFA into FEMA was an accepted transition at the time, but has proven to be only a further dilution. The zero funding of USFA by FEMA in its FY'87 Budget is a further example of the utter disregard that has occurred in the areas of maintaining and developing USFA as required by the Act.

Nothing productive can result from faulting anyone or any group. Collectively, we have moved away from a creditable objective toward a narrowness in service. Given that narrowness and a pronounced trend toward reduction of federal government expenditures there is understandable difficulty in justification.

Each year that I appear before the Congress, I fear that my associates and I have again failed to:

1. communicate the frequently recurring threat that destructive fire poses to our natural resources, the products of our labors and our individual well-being.

2. professionally express the conviction that fire losses can be significantly reduced,

3. show that the solution is not in a large additional federal expenditure,

4. Convey that a federal focus is essential for effectively and efficiently mitigating the losses, and

5. convince that the need is for stable institutionalized leadership.

Presently, fire statistics reflects that over 6,000 people died from fires last year in the United States and of this number, 117 were firefighters. There were approximately 190,000 people injured as a result of being exposed to hostile fires and another 120,00 suffered burn injuries from other sources. Our nation also experienced over 2,000,000 fires last year which resulted in over $6.5 billion in property losses. Residential fires are the nation's predominant fire problem. They account for 80% of all fire deaths and 65% of all injuries. Yet only 40% of fires occur in residences. Blacks and minorities are the highest risk population because they comprise 75% of residential fire deaths. Based upon this type of fire statistics, the USFA had stated that their goal for this year was to establish programs that would lead to the establishment of fire safe homes in every community of this country. This goal cannot be reached given the present direction of FEMA by zero funding USFA in its FY'87 budget.

The elemination of student stipends would virtually shut down the resident program offerings at the Academy. States cannot handle this shift especially under the present balanced budget Act and the elemination of Revenue Sharing later this year. Black firefighters for the most part have experienced extreme difficulties getting through the initial red tape in the application process at the local levle. The IABPFF advances the position that Black firefighters would be disenfranchised from the main flow of firefighter training and emergency management concepts that will be offered in the future at NETC.

FEMA in its FY'87 Budget Brief stated the following: (1) "The Federal Emergency Management Agency (FEMA) was established by the President in Reorganization Plan No. 3 of 1978. The Agency operates under important statutory and executive authorities to carry out a wide range of program responsibilities for emergency planning, preparedness, response and recovery, and hazard mitigation." The third bullet on page 2 states that "Under the Federal Fire Prevention and Control Act of 1974, programs to reduce national fire loss, including training and education." Then on page 4 under Training and Fire Programs they state the following: "This activity is reduced $10,497,000 and 4 workyears below the 1986 Current Estimate reflecting the termination of the U.S. Fire Administration and the shifting of the full cost of student travel and of student lodging to State and local governments and students. Based on anticipated decreases in emergency responder attendance, the increased student capacity to be provided by the western training facility at Carson City, Nevada, is no longer necessary and no funds are requested for that initiative." On page 6 of their proposal they state that "This is a re-proposal of the 1983 submission, made necessary to reach Gramm-Rudman-Hollings targets. The request also calls for co-sharing of cost of training State and local emergency staff by having their employers pay travel to and lodging costs at the National Emergency Training Center (NETC)."

In conclusion, it appears that the problems facing the USFA is two fold. The first problem is the lack of commitment by the present Administration to the mandates of the Federal Fire Prevention and Control Act of 1974. This is clearly demonstrated in the above paragraph by the proposed elemination fo USFA by FEMA. The second problem is the lack of a unified direction coming from the nation's fire service.

The IABPFF has provided many services to the USFA over the past several years at no cost. However, there has been occassions when IABPFF members expenses have been covered by USFA. We were first invited to participate with the USFA in 1982. One of the areas that we were requested to provide input was in the development of a program designed to reach the neighborhoods and people that are most frequently victimized by fire with effective fire safety education. From this effort was birthed the National Community Based Volunteer Fire Prevention Program. The IABPFF consistantly encourages its members to use the training and education that they receive from all sources to develop and implement or assist in the development and implementation of fire safety and prevention education programs within their respective departments. This attitude has resulted in the development of many effective fire safety and burn prevention programs in local jurisdictions across this nation. The USFA and NETC has helped to play a very important and meaningful role in this effort. The solution to our nation's fire problem lies within the grasp of the United States Administration's ability to produce and manage proactive fire and burn prevention education initiatives such as the Residential Sprinkler Program. These types of of federal fire programs requires the involvement of many different organizations and special interest persons working together. Without the USFA, NETC and CFR working together in such efforts, our nation stands to loose both the economic and political war with fire.

Thank you Mr. Chairman for having given me this opportunity to testify before the Subcommittee on Science, Research and Technology, Committee on Science and Technology of the U.S. House of Representatives. If you have any questions I will be happy to respond to them at this time.

Thank you again on behalf of President Clarence Williams and fellow members of the IABPFF.

Mr. WALGREN. Thank you very much, Mr. Spaulding. We appreciate that.

Mr. Monihan.

STATEMENT OF E. JAMES MONIHAN, CHAIRMAN, NATIONAL VOLUNTEER FIRE COUNCIL

Mr. MONIHAN. Well first, Mr. Chairman, I want to echo Romeo's comments in our thanks to you and your committee for your leadership in protecting and supporting the fire programs over the years.

Once again, though, we don't understand why the fire programs are under attack, and we are back to see you again. It is sort of like coming home.

Perhaps there are those in this country who don't feel that there is a significant fire problem, or even worse, they may feel that our present situation is a result of a job completed.

At any rate, the Nation's volunteers don't agree because we face the problem every day and we need your continued help. No, the job you started is not finished. But we can't say we're satisfied with everything we see.

President Carter's reorganization team pointed out that the fire community was the only part of the new Agency, FEMA, which had a significant constituency, and thus we would have a strong input to policy and better be able to support the fire programs in that structure.

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Reorganization took place. We find now that a constituency seems an unneeded irritant. We are repeatedly asked for input, only to run into roadblocks, vague protocols, information embargos, and blackouts—all of which effectively hold us out of the system until decisions are completed.

I don't know about your part of the country, or particularly Pennsylvania, but in Delaware, where I come from, there are approximately 14 people left to handle all emergencies statewide when you remove the police and fire community. So, I think, we are significant.

We obviously don't understand the budget process, either, because we are confused when we see things happening, such as last year when, on the night before this committee's hearing, FEMA instituted an austerity program, complete with a travel embargo, hiring freeze, and reduction in force. This because the agency was $9 million over budget. We subsequently learned that the fire programs were well within the budget that you, the Congress appropriated. However, the fire programs were assessed to make up FEMA's deficit.

Then we see the redtape of procurement, and the U.S. Fire Administration—which you've heard is woefully small to start with—they have only 35 procurements to place this year, but have already been told by the procurement office of FEMA that only half of those can be handled, threatening the reverting of $1.5 to $2 million in funds.

We also see the superintendent of the National Fire Academy controlling only half of the personnel budgeted to the institution and having no control over the campus. The academy's Board of Visitors has only met once this year due to two travel embargos. Resident staff is not sufficient to place a full-time person in each program even though, as you have heard earlier, there are vacancies. This is due to a hiring freeze.

We don't understand any of this because it is our understanding that the agencies are, again, within the budget that you the Congress appropriated.

We see the National Fire Academy, which you established, buried within a bureaucracy of the National Emergency Training Center, and placed in a position of a tenant in its own facility. At the same time, as was mentioned earlier, you in Congress wisely provided for up to 75 percent stipend to defray student expenses to the academy. This, again, for the second year in a row, has been eliminated. We are also told that we will have to pay the Government for room and board. As we said last year at this hearing, this will cause an enrollment decline, because our people cannot stand the expense.

We thought that we entered into a partnership with the Government in 1980. We have heard a lot about private sector and Government partnerships. We provide the time and effort, vacation pay, and often loss in employment, while the Government provides a training facility and helps defray the expenses. We are now told this partnerthip is dead.

I would like to quote a passage from FEMA's budget, which is extremely disturbing to me, and I quote: "It is expected"—and that's an important word—"It is expected that elimination of stu-

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dent stipends and charging fees for student housing will result in such a decrease in capacity that some facilities will be deactivated." I don't understand Government terminology, but if that doesn't say the administration is closing down the National Fire Academy which you, the Congress, established, I am very confused. By the way, earlier I heard—in some of the testimony there was comment about the balance of volunteer and career people and so forth. I would point out the volunteers who attend the academy also go back and teach, and many times on a regional and statewide basis. So it's not a matter of teaching one person and then that's the end of it. It does go back further in the system.

The Center for Fire Research has been eliminated so many times I, personally, have lost count. There have been various excuses, and last year it was so the Bureau of Standards could pursue needed research. What can possibly be more needed than the cigarette safety study to develop a self-extinguishing cigarette and reduce fires from careless smoking?

No, Mr. Walgren, the job that Congress started is not finished when 6,000 people die and tens-of-thousands more are painfully burned and hideously scarred for life each year. No, we are not satisfied with the present efforts, nor the level of cooperation. But, no, we won't stand by and watch the efforts that you, and we, started abandoned forever. Because that is what it will be. If it ends now, we don't see any way—and I think you'll agree—that this will ever reappear in our lifetime.

We repeatedly hear about a strong national defense, and FEMA tells us their priority mission is internal security. I submit to you the fire problem is part of both. This Nation is under attack by unwanted fire now, and we are waging a war. We ask that you give us our weapons: a strong Federal focus on the problem, the U.S. Fire Administration; a state-of-the-art research facility, the Center for Fire Research; a top-flight training facility, the National Fire Academy; restore the stipend program of the Fire Academy so we can use the programs that it produces; reforge the partnership that we built.

On behalf of the Nation's 1½ million volunteer firefighters staffing 28,000 departments, protecting communities in every State of the Union, I thank you, sir.

[The prepared statement of Mr. Monihan follows:]

National Volunteer Fire Council

Chairman
E. James Monihan
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Lewes, Delaware 19958
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Office (302)-645-3205

STATEMENT BY

E. JAMES MONIHAN, CHAIRMAN

NATIONAL VOLUNTEER FIRE COUNCIL

IN SUPPORT OF REAUTHORIZATION

OF THE

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

CENTER FOR FIRE RESEARCH

BEFORE THE

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

OF THE

UNITED STATES HOUSE OF REPRESENTATIVES

MARCH 12, 1986

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I AM JAMES MONIHAN, CHAIRMAN OF THE NATIONAL VOLUNTEER FIRE COUNCIL, WHICH IS THE VOICE OF THIS NATION'S 1.5 MILLION FIREFIGHTERS STAFFING ITS 28,000 DEPARTMENTS LOCATED IN EVERY STATE OF THE UNION.

EACH YEAR SINCE 1980, THE COUNCIL HAS APPEARED IN CONGRESS IN SUPPORT OF THE FIRE PROGRAMS OF THE FEDERAL GOVERNMENT, NAMELY THE UNITED STATES FIRE ADMINISTRATION, NATIONAL FIRE ACADEMY AND CENTER FOR FIRE RESEARCH. AGAIN THIS YEAR, I AM HERE TO SUPPORT THESE PROGRAMS.

THE UNITED STATES FIRE ADMINISTRATION AND CENTER FOR FIRE RESEARCH HAVE BEEN COMPLETELY ELIMINATED AND THE STIPEND PROGRAM OF THE NATIONAL FIRE ACADEMY ALSO ELIMINATED IN THE 1987 FISCAL YEAR BUDGET.

THIS MEANS THAT THE PROGRESS MADE AND PRODUCTS DEVELOPED BY THE UNITED STATES FIRE ADMINISTRATION AND THE SCIENTIFIC STRIDES MADE AND RESEARCH UNDERWAY AT THE CENTER FOR FIRE RESEARCH WILL BE LOST. DISCARDED BY A NATION WHICH STILL HAS THE HIGHEST FIRE INCIDENCE IN THE CIVILIZED WORLD. A NATION THAT EACH YEAR STILL SEES 6000 OF ITS CITIZENS DIE FROM FIRE AND TENS OF THOUSANDS MORE BURNED AND MANY HIDEOUSLY DISFIGURED FOR LIFE.

THIS IS THE SECOND YEAR IN A ROW THAT ELIMINATION OF THE NATIONAL FIRE ACADEMY STIPEND PROGRAM HAS BEEN PROPOSED AND WE SUBMIT THAT THIS IS JUST A WAY TO ULTIMATELY ELIMINATE THE NATIONAL FIRE ACADEMY. WITHOUT STIPENDS, ATTENDANCE BY FIREFIGHTERS, BOTH CAREER AND VOLUNTEER, WILL BE REDUCED AND IN A SHORT TIME A PROPOSAL WILL BE MADE TO ELIMINATE THE NFA "DUE TO DECLINING ENROLLMENT". IN FACT, THE DETAIL OF THE NATIONAL FIRE ACADEMY BUDGET FURNISHED TO ITS BOARD OF VISITORS CARRIES AN INTERESTING STATEMENT UNDER THE HEADING OF NETC SITE ADMINISTRATION. FEMA ITSELF STATES AS FOLLOWS: "OUT YEAR IMPLICATION. IT IS EXPECTED THAT ELIMINATION OF

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STUDENT STIPENDS AND CHARGING FEES FOR STUDENT HOUSING WILL RESULT IN SUCH DECREASING STUDENT CAPACITY, THAT SOME FACILITIES WILL BE DEACTIVATED." BASED ON THIS STATEMENT, I SUBMIT THAT PREPARATIONS ARE ALREADY BEING MADE TO CLOSE DOWN THE NATIONAL FIRE ACADEMY.

PLEASE DO UNDERSTAND THAT THE DECREASE IN STUDENTS WILL NOT BE A RESULT OF LACK OF DESIRE, BUT RATHER A LACK OF RESOURCES. OUR VOLUNTEERS CONTRIBUTE TIME FROM WORK AND FAMILIES AND A GREAT DEAL OF EFFORT IN ATTENDING THESE PROGRAMS BUT AS WITH THEIR CAREER SERVICE COUNTERPARTS, THE COST OF TRAVEL, HOUSING, ETC. IS JUST NOT AVAILABLE.

AS I SAID BEFORE THIS COMMITTEE LAST YEAR, IF WE "THE PRIVATE SECTOR" CONTRIBUTE THE TIME, LOST EMPLOYMENT AND EFFORT AND THE RISK OF OUR VERY LIVES, I DON'T SEE WHY THE FEDERAL GOVERNMENT CAN'T HOLD UP ITS END OF THIS "PARTNERSHIP" OF WHICH WE HAVE HEARD SO MUCH.

IN SHORT, WE SUBMIT THAT THE JOB THAT CONGRESS STARTED WHEN IT ENACTED THE NATIONAL FIRE PREVENTION AND CONTROL ACT, IS NOT FINISHED. TO FINISH THAT JOB WE NEED THE UNITED STATES FIRE ADMINISTRATION AND NATIONAL FIRE ACADEMY AS WELL AS THE CENTER FOR FIRE RESEARCH, FOR THEY ARE OUR "TOOLS".

CANDIDLY, OVER THE YEARS IT HAS NOT ALWAYS BEEN EASY TO WORK WITH THE UNITED STATES FIRE ADMINISTRATION AND TO A LESSER EXTENT THIS IS TRUE OF THE NATIONAL FIRE ACADEMY. WE REPEATEDLY RUN INTO WHAT I REFER TO AS "BUREAUCRATIC ROAD BLOCKS". SUCH THINGS AS VAGUE PROTOCOLS, ETC. WHICH CHRONICALLY PRECLUDE OUR INPUT BEING USEFUL AND THESE EITHER ORIGINATE IN-HOUSE OR IN THE MOTHER AGENCY, FEMA. INSTEAD WE END UP WITH A SITUATION IN WHICH WE ARE TOLD THAT A PROJECT IS GREAT BUT FOR SOME REASON IT JUST CAN'T MOVE OR WE CAN'T GET ENTRY INTO THE SYSTEM UNTIL A DECISION HAS ALREADY BEEN MADE ON THE DIRECTION THE PROGRAMS WILL TAKE. THEN WE ONCE AGAIN EFFECTIVELY WIND UP BEING TOLD WHAT WE NEED AND WHAT WILL BE DONE FOR US, RATHER THAN OUR HAVING REAL INPUT.

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IN SHORT, WE URGE REAUTHORIZATION OF THE UNITED STATES FIRE ADMINISTRATION AND NATIONAL FIRE ACADEMY AND CENTER FOR FIRE RESEARCH SO WE MAY CONTINUE TO USE THESE TOOLS AS WE WAGE OUR WAR AGAINST UNWANTED FIRE. WHILE I HAVE STATED THAT MECHANICALLY THERE ARE PROBLEMS IN DAY TO DAY FUNCTION, IF WE LOSE THE PROGRAMS, WE WILL LOSE THE WAR AND THE REAL LOSERS WILL BE OUR CITIZENS, YES, YOUR FAMILY AND NEIGHBORS AND MINE AND WHO KNOWS BUT SOME OF US.

THANK YOU FOR YOUR ATTENTION AND WE APPRECIATE YOUR SUPPORT.

Mr. WALGREN. We appreciate that statement. It's well done.

Well let's turn, then, to Mr. McCormack. Welcome to the committee.

STATEMENT OF EDWARD H. McCORMACK, JR., EXECUTIVE DIRECTOR, INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

Mr. MCCORMACK. Well, I prepared some testimony. It was pretty brief, I intended to be even briefer. But I don't know that that's really in the best interest of anything or anyone.

Jim Monihan did a helluva job. He really split the hairs and laid it where it belonged. But, I think, we have got to really look back.

I feel old today. When I came into the room Nancy Dennis-Trench from Oklahoma said, "I haven't seen you in 100 years." Now I know I'm old, but I didn't think I was that old.

But as I look around the room, in fact, I think, I am that old, because there are not any people here that were sitting here in 1968 when Congressman Davis and others—created the two-part act. The first part got funded, that for the Center for Fire Research. But the one for a National Commission on Fire Prevention and Control didn't get funded. We had to get all of these fire people together and run to Williamsburg and caucus. Then we had to go prevail upon Speaker McCormack and Howie McClennan of the IAFF had to go after Tip O'Neill and some others so we could get the National Commission for Fire Prevention and Control funded.

The fire service had to unite. But then we had to come back here in 1973 and 1974 and plead and fight. We had to go barging through the doors of OMB as legislation was sitting on Mr. Ford's desk ready to be vetoed, to wipe out the Federal Fire Program. But we prevailed. We barged through, and we sat with the guy that was standing in the back of the room a few minutes ago, Dr. John Homfeld, in some rooms down the hall here, for the better part of 2 weeks working out the language to Public Law 93-498 that Congress passed, to give this Nation a Federal fire focus. Well, we were doing pretty good.

Then the man from Georgia came up and went to Pennsylvania Avenue and talked about reorganization. It has been downhill, Mr. Chairman, since then.

Since then you, personally, Carrye Brown, a few others, Congressmen Ed Botard D Maz and Paul Thompson and Dick Mallow

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and their staff have single-handedly saved us each year. We are tired. We are sick of it.

The Nation needs a Federal fire focus. All of this that you have to read each year—certainly you have got more to do than read this—and your colleagues. And this year they are whipping the hell out of some of your colleagues: Gramm, Rudman, and Hollings. They are the whipping-boys. They've got nothing to do with this Federal Fire Program. This is the third time we have been before you, that the Fire Program has been zero-funded, or recommendation for zero-funding of the U.S. Fire Administration. That was before they even had up their sleeve what they pulled. But be that as it may.

We need a Federal fire focus. You need it in the city of Pittsburgh, they need it in Portland, OR, and Cheyenne, WY, and throughout the Nation. We need a very strong U.S. Fire Administration and a very strong National Fire Academy, as well as a Center for Fire Research. But as it relates to the U.S. Fire Administration and the National Fire Academy, they are there to support existing State and local programs. They can't do it alone. Go back and look at the language, the legislative history, the language of the law, the purpose for which it was created.

And a couple of other things. Data—NFPA has a program, UFIRS; Ed Wall has a program, NFIRS; they're talking about marrying them and making NIFLS.

But I urge you today: don't. Because we have got a good example of it in FEMA. We wanted a fire academy. Congress backed down a little bit, put a cap of $6 million back in 1974 on a fire academy. We don't have that. We've got a marriage between a fire academy and a civil defense academy, and they are calling it NETC, and it's about time the divorce papers were filed, because it's not working. When you hear Jim McNeill—who was back in the Fire Administration days in the Fire Academy—sit here and tell you there are 18 vacancies out of 78 positions, I ask Jim McNeill: when you were working there, how many positions were there?

Mr. MCNEILL. When?

Mr. MCCORMACK. When you were working there in the days past, how many positions were there? More than 78. Most likely 120. But the Superintendent, Joe Donovan, sitting behind him, he can only control 39 of them because the others are needed for administration of NETC. There are a lot of things that need to be administrated, Mr. Chairman. But, I think, someone needs to administrate FEMA so that if they want to be the custodian of the fire program and get the prestige of being associated with the fire focus, the 2 million of them across the country, they had better do something about the commitment other than give it lip service. And if they don't I would urge you to reconvene a commission that we talked about on many occasions—2 years ago most recently, sitting in a dining room at Emmitsburg—and let's take a look at the whole thing and see who can provide good custodial care for the Federal fire focus.

Meanwhile, in closing, I would urge—and I want this to go on the record and be very specific—that the Center for Fire Research be reauthorized at its existing level, that our National Fire Academy be reauthorized with 98 full-time equivalent positions in a

budget of not less than $18 million, and that the U.S. Fire Administration be reauthorized with 30 FTE's and no less than $12 million.

I would be happy to answer any questions.

Thank you, Mr. Chairman.

[The prepared statement of Mr. McCormack follows:]

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STATEMENT

of

Edward H. McCormack, Jr.

Executive Director

International Society of Fire Service Instructors

before the

Science, Research and Technology Subcommittee

House Committee on Science and Technology

U.S. House of Representatives

regarding the

Authorization Hearings on the

United States Fire Administration

and the National Fire Academy

March 12, 1986

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My name is Edward H. McCormack, Jr., and I appear here today as Executive Director of the International Society of Fire Service Instructors. Our organization represents over 6,000 members residing in all fifty states.

I have made the annual pilgrimage to testify at authorization, reauthorization and appropriation committee hearings for a federal fire focus since the early 1970's, but never before with the feelings of frustration and disillusion I experienced this year.

For the past five years, the Administration has tried to eliminate a federal fire focus. For the past five years, we felt the enemy was FEMA. However, with the recent changes in the FEMA Directorate, it's pretty evident the enemy is OMB and the White House, and the FEMA Director is only the vehicle for the demise of the federal fire focus.

For the past five years we have pleaded with Congress for a federal fire focus. Congress has heard our plea, agreed with us, and funded a fire program in FEMA.

Mr. Chairman, that's not the answer and things must change.

America needs a federal fire focus.

Where that federal fire focus should be located needs reconsideration. If FEMA is, in fact, desirous of maintaining the USFA and NFA, they need to change their behavior and demonstrate some type of commitment to the fire community.

Keeping the USFA and NFA in FEMA to keep the doors of NETC open is an injustice to the firefighters of America. Of equal injustice is the continuous attack on the NFA stipend program. These matters must be resolved once and for all.

Does FEMA deserve another chance of being custodian of the USFA and NFA? If so, they must remember the program is not their personal property and they must deal in good faith with the fire community.

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If negotiations with FEMA are not successful, we will ask for Congressional relief in the form of severe constraints on the use of existing funds and the relocation of the federal fire focus to an agency that cares.

Mr. Chairman, I would like to thank you and the members of the Committee for the opportunity to present the viewpoint of the International Society of Fire Service Instructors at this hearing today, and I would be happy to answer any questions you may have.

Thank you.

Mr. WALGREN. Thank you, Mr. McCormack.

Well, those statements are good and they stand by themselves and they stand strongly.

Let me ask you all, generally, if you had to sight quickly the most valuable thing that the Fire Administration has been involved in and what its weakest characteristic would be. Could you give me any quick direction in that area?

Mr. ESTEPP. Probably the antiarson focus for the Fire Administration would be the best.

Mr. WALGREN. You feel the antiarson would be the best?

Mr. ESTEPP. Right.

Mr. WALGREN. And what's the greatest weakness in the Fire Administration?

Mr. ESTEPP. Probably the fact that—the weakness that the Federal system has imposed itself with several reorganizations, starting out in the Department of Commerce and then ending up in Carter's reorganization No. 3—now scheduled for oblivion—and the loss of good personnel, and all of the morale impact and the other situations that have existed in that agency. It's impossible for it to administer itself. That's probably where they have been least effective: in some of the administrative areas that come from having a strong, viable organization.

Mr. WALGREN. What do some of the others see as the strengths and the weaknesses?

Mr. GERARD. I think one of the problems that the Fire Administration and Fire Academy have that I alluded to—and has been said by almost every speaker—and that is: the administrative support within FEMA. They really don't get the administrative support. They try to award contracts to do work, and the contracts don't get out. They get told at the beginning of the fiscal year "we're not going to do half of the work you give us." Maybe the people in acquisitions management can't do the work. But that's a management decisions: do you put the people there, or do you put them someplace else? I really think that the Fire Administration—as Ed pointed out—they're not really getting the help they need, and the Fire Administration pays for a lot of the help that keeps supporting FEMA.

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Now those personnel that are not assigned to the Fire Academy are doing something. They are doing something. I don't know what they're doing, but they're doing something. And they're not working at the Fire Academy. I think that—it's the administrative support that makes it very difficult for the Fire Administration and the Fire Academy to deliver programs when they have good programs.

And the other thing I would say is that they really need to work harder at constituent support. I think they have strong—very, very strong—support. But the constituents can get frustrated, too. And I've—nobody knows better than an elected official the importance of being responsive to the constituents. Not that you do everything they tell you, but you need that input to make sure that the program is, in fact, addressing the real problem as it actually exists on the street.

Mr. WALGREN. Other comments on strengths and weaknesses?

Mr. MONIHAN. Yes I would——

Mr. WALGREN. Mr. Monihan.

Mr. MONIHAN. I would agree with Jim Estepp about the arson, but also is the development of the residential sprinklers. And the point is that if these are going to be propogated across the country, it's going to be from a Federal level. I mean people don't know about them.

I happen to be involved in hospital administration—it's my occupation—and in trying to build a small building I asked a contractor about residential sprinklers, and he didn't have the slightest idea what I was talking about.

Well, if this information is going to get out that we have the wherewithall to save people's lives and save their property, it is going to have to go out from a Federal level. An individual State is not going to be able to do this. It's just not going to happen. Even if they can, they won't—as somebody stated earlier—it's just not in the cards.

Weaknesses. I agree with Jack Gerard. I think it's the administrative side. When it's not even halfway through the fiscal year, and they're told that half of their procurements won't be handled. Then something is wrong. And this is not new. This is not just today. We've been fighting this battle for 5 or 6 years and it's the same thing over and over and over. There's no change. And there's an entrenched—the only thing I can call it is roadblock there. Like I say, President Carter's reorganization said "Hey, you know, you're the constituency." I agree we're the constituency. We didn't—the National Volunteer Fire Council, as such—did not agree with the reorganization. Our philosophy was: if it isn't broke, don't fix it. But that's beside the point. It happened. But the fact remains that the administrative support is just not there. The constituency can be used, and I don't mind being used as long as it's utilized and not just used.

Mr. WALGREN. Other thoughts?

Mr. Spaulding.

Mr. SPAULDING. Yes, Mr. Chairman.

I was sitting here trying to ponder that question that you just asked about strengths and weaknesses.

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I guess I wouldn't want to pick out one particular programmatic area, but, in general, its attempts to provide a unified approach to both fire protection and fire prevention areas has been an area that you can say may be a strength.

The other thing that I thought about as a strength is the fact that it can be called and has the title "United States Administration" by name only, as an acronym.

Weaknesses. I would agree with my other colleagues—and I think Mr. McCormack put it relatively blunt and eloquently—and it points back to the initial administrative setup and, of course, the hinderances that it has been hindered with ever since in that administrative appropriation-type thing and its structure. That caused the administration to try to attempt to do some things which did not serve to its best interest, and as a result had ended up with something much less than what would be desired. It goes back to an administrative area from internally because of that. And, of course, most importantly, the big administration—that is, being that of 1600 Pennsylvania Avenue—concept, or whatever it is, as related to the fire problem or the Fire Administration, in general.

So that's the way I would characterize it.

Mr. WALGREN. Other thoughts?

Mr. MCCORMACK. Just a couple.

First of all I think as relates to strengths there are many, and there have been a lot of accomplishments over the year by the U.S. Fire Administration.

I think the residential sprinkler program, and I know Carrye Brown was out when they did a retrofit in Henry Marshuck's home—a handicapped person. Fritz Ringler is back there from people's firehouse and they are going to do the largest retrofit ever in New York. And I think these are great things and they are needed, and they are ultimately going to, in the long haul, reduce the loss of life.

The weakness, I think, is still the FEMA connection. As far as the Fire Academy goes, they are not going to jerk around with that. They are not going to recommend zero-funding that, because they know they won't be able to stay alive with the NETC if they don't have our money. So they're not going to goof around there.

But as far as the Fire Administration—you know, the same thing holds true. They are going to eliminate it knowing that we are going to come back here and cry to you, and we're going over to appropriations and cry to Mr. Boland and Mr. Green from New York and a few others, and you people are going to reinstate it, and everyone's going to win as a result of it because they realize that for $6 million—$7 million for the Fire Administration you don't want to take a lot of heat and get a lot of constituents down on you, nor does any other Member of Congress for that little amount of money.

So, I think there has to be something in the area of respect that has to develop there for the fire program, and I think that's the biggest weakness of the whole thing right now.

Mr. WALGREN. Well, OK.

Well, I want to thank you all—very candid and interesting observations that will be part of our record, and we will see how this turns out.

Thanks very much for your contribution to it.

We have another panel. I apologize for how the time's gone on, but I do feel that all of these—all of you are extremely important to this program, and that the record we develop should have your participation in it to a full extent.

Let me call the last panel. Ralph Jackson, the director of Advocacy Programs for Allstate Insurance; Nancy Trench, the manager for Fire Service Training at Oklahoma State University; and Jim Lescault, the executive director of Urban Educational Systems. Welcome to the committee.

Your written statements will be made and reproduced in the record we produce separately. So, you won't have to read them to get them into the record, and that will let you focus and communicate more informally on those points that you feel, really, you would like to emphasize and to have attention called to over and above the written testimony. So, with that, let's proceed in the order that I introduced you to the record.

Mr. Jackson.

STATEMENT OF RALPH J. JACKSON, DIRECTOR, ADVOCACY PROGRAMS, ALLSTATE INSURANCE CORP.

Mr. JACKSON. Thank you.

My name is Ralph Jackson. I am the Advocacy Programs Director for Allstate Insurance Co., and I currently serve, and have for the past 2 years, as chairman of the Insurance Committee for Arson Control. That group represents the fire interests of the majority of insurance companies doing business in the United States.

I am going to limit my comments today to 2 projects—arson prevention, and residential sprinklers—because I have worked on them both personally representing Allstate and ICAC. At the end I also wish to make a very brief comment on the National Fire Academy and the importance of data collection.

There are three points that I want to make in commenting on these two projects.

One is that the Federal contribution, through the U.S. Fire Administration, is unique. It's a contribution unlikely to have been made by either the States or the private sector.

Second, that even if the State or the private sector did make this contribution, it would be at a much later date, and if the Federal activity had greatly accelerated the development and acceptance of these two areas.

And the third, and perhaps most important, area that I want to emphasize is that after gathering together leadership groups and setting goals and strategies, the U.S. Fire Administration then handed these projects off to the private sector.

Now I would like to illustrate that with the two projects.

In residential sprinklers—in the mid 1970's there was an existing National Fire Protection Association recommendation on residential sprinklers. It was a very excellent and protective standard;

however, it was so expensive that no one could afford it. And protection that no one can afford is really no protection at all.

At the urging of the U.S. Fire Administration a group of leaders with the National Fire Protection Associaton got together, developed a new standard, and tested that standard using funds provided by the U.S. Fire Administration.

In the course of developing the life safety standards for these tests they also decided that what they wanted to do was to check and find out what is the potential for these quick-response sprinklers to save property as well as to save lives and to reduce injuries.

In the course of doing that we had a budget problem, and the private sector came in: the Los Angeles airport authority donated two houses to be used for the fire tests; the Copper Development Association—sent in all the tubing to be used in fitting up the houses with residential sprinklers; the Grinnell Fire Protection Systems donated the engineering to make sure that the systems were put in properly; the Marriott Corp. provided furniture; the Allstate foundation came up with $10,000 to provide draperies and clothes and bedding and things that would help in determining what the total economic loss had been after each fire; and 24 people from the insurance industry volunteered to work in estimating the losses.

Now, since that time when those tests were run in the late 1970's, early 1980's, demonstrating the validity of the concept—the Marriott Corp. has made a commitment that no new hotel will be put up under their control without all of the habitational areas being covered by residential sprinklers. Furthermore, they have also agreed—and implemented a very costly program—to go back and and retrofit every existing Marriott structure with the quick-response sprinklers in the habitational portions.

In Cobb County, GA, and San Clemente, CA, and other areas around the country, ordinances have been passed encouraging—and in some cases requiring—that residential sprinklers be a part of all new residential construction. To date, some 75,000 structures have been so equipped.

Under the leadership of the National Fire Protection Association's Research Foundation there is also a very large spinoff project going on where what they are doing is looking into the commercial applications of the quick-response sprinkler that was developed under this program of the U.S. Fire Administration. The possible benefits toward saving property and making our products less expensive in the future are tremendous.

Now, I pointed out that I felt that the U.S. Fire Administration's role had been unique and it had accelerated things. Let me illustrate that by pointing out that in 1934 the Grinnell Fire Protection Systems advertised residential sprinklers. Fifty years have passed since then. Roughly once every 50 years America renews its housing stock. Had we moved ahead then like we are moving ahead now under the pressure from the U.S. Fire Administration, virtually every residence in the United States would be covered with residential sprinklers. The cost impact of delivering fire protection service to those people, and social services to the victims of fires, would be much less than what it is today, if all of the homes were equipped with quick-response sprinklers.

The second project I would like to illustrate it with is arson prevention.

Back in the mid-1970's the U.S. Fire Administration recognized that the crime of arson was becoming more obvious. They called together leaders from around the country, three dozen of them, under the sponsorship of the U.S. Fire Administration, at the Battelle Institute. They held a 1-week conference there, and out of it came a definition of the problem, some recommended strategies, and a publication called Arson: America's Malignant Crime. This publication served as a blueprint for the following 10 years for private/public cooperation.

Later, in Arlie, VA, the U.S. Fire Administration sponsored a leadership conference, much broader, to bring together people to see how those strategies worked out at the Battelle Institute could be implemented.

Following that, they worked with communities in developing a program called the Arson Information Management System to predict which structures were arson-vulnerable. Now, since that time here is what's happened: On May 21 and 22 of this year there will be a project called Forum taking place in Chicago. What that is is a repeat of the U.S. Fire Administration sponsored program at Battelle back in 1974.

This time, however, it's totally funded by the private sector and the U.S. Fire Administration's participation is that of guest and respected contributor.

The Insurance Committee for Arson Control and the Ford Foundation have gotten together and sponsored five additional projects on the Arson Information Management concept. Again, a program started by the U.S. Fire Administration is handed off to the private sector.

Now, growing out of the leadership conference in Arlie, VA, many people went back and started State and local task forces. Where these programs have been started—and these programs that were discussed at Arlie were not Federal programs, but rather programs to be implemented at the State and local level—where these programs were implemented, arson convictions are up and arson losses are down.

I think these are three excellent examples of how the Federal Government can serve as a catalyst to get things started, not for the benefit of keeping a Federal program going, but for handing it off to the State and local people. Someone might ask: If they've done this so well then why do we need the U.S. Fire Administration? And the answer is that because those are just two small activities that were working out of the U.S. Fire Administration. There's much work left to be done.

There was plenty of testimony earlier this morning about the fact that the United States and Canada suffer more fire losses than any other countries in the world. Some of the reasons for that have to do with the fact that while we are very good on fire suppression, we have a very low level of activity in the area of fire prevention. Fire prevention is characteristic of your overseas programs much more than it is in this country, and I think that's one of the great areas left to be attacked.

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Now, if we don't have the U.S. Fire Administration, and we don't have the National Fire Academy training the State people to carry out their work, we're going to have a need for those programs to be developed in 50 different locations, and it will be a terrible waste of time and a terrible waste of money.

In those States that are also suffering financial pressures we will find that some of them won't fund the programs. Or they'll fund programs that aren't as effective as what might be developed nationally.

There is a great need for data collection. This was referred to by Ed McCormack earlier. Without data to know what the problem is specifically, how can we possibly construct effective programs? And how can we possibly measure the cost benefits of what it is that we are doing? I think the role of the U.S. Fire Administration and the National Fire Academy are absolutely vital in our—having us avoid having even worse losses in the future than we've suffered in the past.

I appreciate the opportunity to come here and comment on behalf of this Federal investment.

[The prepared statement of Mr. Jackson follows:]

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REMARKS OF RALPH J. JACKSON BEFORE THE
SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY
MARCH 12, 1986

My name is Ralph Jackson. I am the Director of Advocacy Programs for Allstate Insurance Company. In that position I am responsible for:

- identification of loss causes that contribute significantly to the cost of insurance
- design of programs to make measurable reductions in these losses
- formation of effective relationships with fellow insurers, other private sector groups and governmental entities capable of helping reduce these human and economic losses.

In carrying out these responsibilities, I have served for seven years as a member of the National Fire Protection Association (NFPA) subcommittee on residential sprinklers. Also, for the past two years I have served as Chairman for the Insurance Committee for Arson Control (ICAC), an organization serving the majority of property insurance companies doing business in the United States.

I appreciate the opportunity to address this subcommittee. My remarks are confined to two U.S. Fire Administration projects in which I have personally participated representing either Allstate or ICAC. At the conclusion, I will make a general comment on the Fire Administration and the Fire Academy. I hope that the narrow scope of my remarks will not be seen as a reflection on Fire Administration activities with which I'm not familiar enough to comment.

In commenting on two projects, residential sprinklers and arson prevention, I will focus on those aspects of the projects which demonstrate the Fire Administration's determination to make measurable progress and their use of federal prestige and funds to leverage substantial private sector participation.

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RESIDENTIAL SPRINKLERS

At the time I joined the NFPA Residential Sprinkler Subcommittee, the Fire Administration representative was already there interacting with technical experts and industry representatives. They were working out the standards and conditions for a series of test burns to measure the life safety potential of a new generation of residential sprinklers. The decision was made to expand the scope of the tests to demonstrate the ability of the new system to reduce property loss as well as loss of life.

While the Fire Administration offered the starter money, the project received the following assistance:

- two houses from the Los Angeles airport authority
- the Copper Development Association donated and installed the necessary tubing
- Grinnell Fire Protection systems donated the engineering design work
- the Marriott Hotels donated furniture
- the Allstate Foundation donated $10,000 to equip the tests with the clothing, drapes and other personal items to make it possible to assess the total economic impact of each test fire
- 11 men representing the property insurance trade associations and major companies formed an ad hoc committee to serve as advisors and eight companies contributed the services of ten adjusters to serve as a jury on the economic loss of each fire
- a copy of the ad hoc committee's report comparing economic losses in sprinklered and unsprinklered fires is attached to the printed copies of my remarks.

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The project demonstrated the validity of the theoretical work as it applied to one and two family dwellings.

Since that time, the Marriott Corporation has cooperated in tests that demonstrated the value of modifying conventional sprinkler installations with the quick response sprinklers to cover the habitational sections of hotels. Following those tests they made a commitment to retrofit all existing Marriotts with sprinkler systems and to make them a part of all new Marriott construction. Cobb County, Georgia, has encouraged installation of modified sprinkler systems in multi-family construction to improve the quality of life protection. It is estimated that efforts like this across the country have resulted in 75,000 family units being protected by the new quick-response residential sprinklers. The movement has gained momentum in the last few years because the International Association of Fire Chiefs adopted a national program, Operation Life Safety, to encourage local government to use this new technology.

The result of the Fire Administration's leadership was to advance by many years the refinement and acceptance of this new sprinkler concept. As its use becomes more wide spread, communities will suffer less loss of housing stock. Fires will be less severe. Fewer firemen and civilians will be hurt and less of a burden put on the social services units by fire victims. Such an environment will not only be a friendlier one in human terms, the fire protection costs will become more manageable for the communities.

Residential sprinklers were advertised by Grinnell Fire Protection Systems as early as 1934. Consider that since our housing stock turns over about every 50 years, we could have these life-safety devices in virtually every living unit if there had been the leadership then that we have now.

ARSON PREVENTION

Early in he 1970s arson was referred to as the nation's fastest growing crime. To help the country get a handle on this problem, the Fire Administration sponsored a two-day meeting of public and private sector leaders. At this

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conference the elements of the problem were identified and a long-range strategy was developed. The recommendations were published in the book Arson: America's Malignant Crime.

Next, the Fire Administration sponsored a broader leadership conference at Arlie, Virginia, to foster interaction between the private and public leaders needed to implement the strategies. These leaders went back home and served as program generators. Where the recommended programs developed, arson rates have dropped and convictions have risen

With the general task force programs set in motion, the Fire Administration turned its efforts to the development and encouragement of information based programs capable of predicting which structures were unusually vulnerable to arson...particularly fraud arson. The Administration followed the same pattern as before. They assembled the appropriate leadership group to design and implement programs at the community level. The Administration then sponsored a number of pilot programs to test the concept and its value to the communities.

There are two points to be drawn from the manner in which the Fire Administration launched these state and local level task forces and arson prevention programs. First, the strategies were not designed to be implemented at the national level. They were guidelines for implementation at the state and local levels. Second, the initiative has been passed to the private sector. On May 21 and 22 of this year, the Insurance Committee for Arson Control has called a leadership conference to reexamine the problem, assess progress made in the last ten years and develop a strategy for the next ten years. This time the private sector is the host and the Fire Administration has been invited to attend as a respected guest-participant. The information based arson early warning systems started with the Fire Administration's help have inspired a second generation of programs under the sponsorship of the Ford Foundation and the Insurance Committee for Arson Control. They are nearing completion of a five-city programs to test the value of more direct participation by neighborhood activists and local insurers in addition to the participants common to earlier programs.

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GENERAL COMMENT

A reasonable person might ask why it is necessary for the Fire Administration to continue if it has done such a fine job of inspiring effective action at the state and local levels. To this I would respond that my experience with the fire Administration has touched on only a few of their responsibilities. While they have been able to reduce their level of involvement in the few activities I commented on, there are many remaining opportunities that present themselves for significant reduction of the tremendous fire losses suffered annually in this country.

The world's highest losses of lives and property due to fire are suffered in the United States and Canada. These two countries also rank lowest in the world in their attention to fire prevention. We are very good at fire suppression. We should be; we get enough practice. That last remark should not be taken as a slur against our nation's firefighters. The tragic number of these individuals who die each year is a testimonial to their heroism and dedication. But, every year changes are made in residential building materials and the products stored in commercial ventures. The challenges facing firefighters increase each year. And yet, eighty percent of the firefighters facing these challenges are volunteers.

There is a great need for national leadership to help develop strategies to train fire service personnel for the job of prevention and public education as well as suppression. There is an equal need for strategies to improve the citizen's role in the fire prevention. The role of the Fire Administration and the Fire Academy in these activities is pivotal. In the absence of intelligent national leadership to help local government devise local solutions, there will be duplication of expenses in those states addressing the problem. There will be increasing losses in terms of human suffering and destruction of housing stock in those states that don't address the problem or follow an ineffective plan.

Few recent problems have been as important and difficult as the one facing you as you develop a plan to bring expenses under control. I appreciate the opportunity to come before you to urge that, as you consider what strategy to follow, full consideration be given to the continuation of programs necessary to reduce the intolerable losses our nation suffers each year because of fire. Thank you.

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Mr. WALGREN. Thank you very much, Mr. Jackson. We appreciate that.

These are good observations.

We will, then, turn to Miss Trench.

STATEMENT OF NANCY J. TRENCH, MANAGER, FIRE SERVICE TRAINING, OKLAHOMA STATE UNIVERSITY

Miss TRENCH. Thank you.

I am very pleased to be here, and I do enter my written testimony for the record but would like to make just a few comments.

My testimony surrounds the local impact that we've seen in Oklahoma as a result of National Fire Academy programs. Much of the testimony evolves around national level, and I think it might be important to look at specific impact in very local situations.

First of all we have seen in Oklahoma an excellence in our fire department managers, our fire chiefs, as a result of the National Fire Academy.

Oklahoma, in fact, has two fire chiefs that are graduates of the Executive Development III Program from the National Fire Academy that have recently been promoted within their cities to be assistant city managers. And I think it shows the benefit of the Fire Academy Program in helping them achieve an excellence in a managerial level—that the cities are now taking advantage of that.

I would also like to say that in Oklahoma we have three hazardous material response teams. All three of those teams have been trained at the National Fire Academy. And that training is not available anywhere else.

I also would like to say that our participation in the National Fire Academy in Oklahoma has promoted lateral transfer and lateral entry into positions. That is a major step forward for the fire service. Specifically, we have had a fire inspector attend the National Fire Academy in one department, and that was a major credential in him being hired as a fire marshall in another community

We also see that the Fire Academy has direct impact on our fire chiefs being able to implement new methods in their fire departments. Specifically, I had a fire chief relate to me a story of trying to implement a new incident-command system in his fire department. His story continues to say that it was like beating his head against the wall, and no one quite understood, and it still wasn't happening on the fire ground. But he eventually was able to cycle all of his company officers—the majority of them—through the National Fire Academy, and he says he now has an incident command system that works, but it is because of the National Fire Academy, not because of the memo that he put out saying: Now we are going to do this. So it has had a direct impact.

I also think that the Fire Academy has promoted innovation in our fire departments. We have a fire department in our State that, 6 months ago, for the first time, implemented a promotional system based upon testing and assessment centers. In the past they have promoted totally on seniority. Whoever had been there longest got the promotion. The one person in that fire department that has implemented, and is responsibile for instituting, that new promotion-

al system is the one person from that fire department that has attended the National Fire Academy. I think it shows that the people that attend the Fire Academy go back and they make a difference and they have impact in their local areas.

I am very proud of one particular fire department in our State that has had, probably, the greatest per capita participation at the National Fire Academy, that is a city that shows an actual reduction in the number of fires in their communities and also has been named one of the outstanding fire departments in America very recently.

Then I would like to add that on my way to the airport yesterday I stopped by Tulsa Fire Department Headquarters, and as recently as January of this year their new administrative chief attended a Fire Service Financial Management Course at the National Fire academy. His name is Ralph Brown, and Ralph was a company officer on the Tulsa fire department. Overnight he found himself the administrative chief in charge, in charge of a $23 million budget. Well, we were able to arrange for Ralph to come to the Fire Academy for 2 weeks, and that man was so excited yesterday telling me what it was that he had used from that course to make his presentation—his budget presentation today for the city of Tulsa. And we see overnight implementation of methods that he had learned at the Fire Academy that he was using locally.

I was asked to specifically address, today, why the Federal Government has a responsibility in these areas, and why it's not a State resonsibility, and why the States can't do these things for themselves.

Specifically, I think what the Fire Academy addresses are very specialized technical areas as well as managerial skills. The cost of doing that at the State level is just not—it's just not cost-effective to do that for a small population.

In Oklahoma our level of funding for our State fire training program is about $430,000. Ninety percent of the training that I conduct with that money is for basic firefighter skills: Ropes, knots, hose, raising ladders, pumping fire trucks. We have—a majority of our fire service population is volunteer, and we see a 60-percent turnover in those volunteers. Which means I have a never-ending task of doing those basic skills. So the Fire Academy offers to us the opportunity to provide technical areas as well as managerial skills that we, basically, can't provide at the State level.

I also think it's very cost-effective at the Federal level because those problems are the same in every State. Those technical areas of hazardous materials, and fire codes, and about fixed protection. Those are the same everywhere. So you don't need to reinvent the wheel at the local level. The Fire Academy can do it in a very cost-effective way.

Probably the area of major concern for the people in Oklahoma in the present situation is the fact that the stipends would be eliminated.

I did just an informal survey with my fire chiefs and visited with many of them, looked at our attendance in the last few years—and on an average Oklahoma has about 70 persons attend resident programs at the National Fire Academy. It is our estimate that that will drop to 7 to 10 people per year if there are not stipends. I

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figure I've got four or five fire departments that will put two guys in a city vehicle and send them to Emmitsburg. Other than that the participation would, pretty much, totally be eliminated. As a result I think that we would end up with an east coast fire academy. Those within a 1-day driving distance would have the opportunities while it would be restricted to others.

I strongly recommend that that stipend program be reinstated and continue to be the keystone of the effectiveness of our Fire Academy.

I would like to express, just very briefly, my personal opinions and my personal experience with the Fire Academy in that it is a very no-frills, low-budget operation. I don't know if you've been on campus, but if you have you've seen the facilities. They are adequate, but they are by no means elaborate, nor are they fancy.

I recently had the experience in January when I was on campus for a course, that I borrowed a workspace in the field programs division, and I ended up answering the telephone for them. They have professional staff that has been unable to hire and use temporary personnel to do clerical duties. I see GS-13 people doing word processing trying to get reports out. So, my personal experience is that they are not extravagant, that they are a very minimal-resource operation, and doing a very good job.

The other experience I will relate to you is that the only time anyone from the National Fire Academy has come to Oklahoma for an event that we thought was significant, that we wanted the Federal fire focus represented, and we wanted someone from the National Fire Academy at our program—we have funded it. They have spent no travel dollars coming to our State. The Oklahoma State University has provided that funding, or our State fire chiefs association. So, certainly, they are not extravagant from a travel-dollar standpoint.

I'd like to relate, very briefly, the part of the National Fire Academy that relates directly with the local programs. I would like to reemphasize that that program is a complement to what we do at the State level and that they provide resources that save me time and save me money in delivering programs in Oklahoma.

Approximately 270 people each year in Oklahoma attend direct-delivery programs—the six programs the Fire Academy delivers on weekends in my State. I always have standing room only. They send me materials for 45, I always register close to 60 with a few no-shows, we're sharing books, and, literally, it's standing room in the back of the room. I have many programs that I have enough people try to preregister that I could fill two for every one that I advertise.

We also are very proud of our record in using the train-the-trainer programs, and I see several thousand firefighters each year that benefit from the training as a result of those.

I'd like to relate to you one of the methods, and a process that the Fire Academy teaches, called fire risk analysis. In fire risk analysis what you do is you take a community and you look at every building in that community and you quantify the fire risk. And then, the second step of the process is: You look at the capabilities of the fire department in a fire-suppression role for those particular buildings. Well, always, what happens is you end up

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with a whole lot of fire risk and a limited amount of firefighting capability, and this big gap that we call unprotected risk. Well, to protect that risk with more fire trucks and more firefighters and bigger water mains tends to be rather prohibitive in cost. So, the answer, most times, to protecting that unprotected risk is fire prevention. It's codes, and enforcement. It's public fire education. It is automatic sprinkler protection. And it's managing fire departments in a cost-effective way so that we can stretch our dollars further.

I see that what our National Fire Academy does is it emphasizes those areas. It looks at the specialization in the areas of fire prevention and public education and automatic protection, as well as giving our fire executives, our chief officers, the skills they need to manage cost-effective operations. That's what our Fire Academy is doing for us. If they are not able to do that, I see that our ability at the State and local levels to deal with the ever-increasing problem of fire is just going to get away from us, that we will not have the skills and abilities that we need.

I'd like to refer to another document. I'm wondering if you all have this. It's a report of the Wing Spread Conference on Fire Service Administration and Education and Research. It was funded by the Johnson Foundation in February 1966, so we're not just going back to "America Burning," but really the first step that led to "America Burning," and many of the findings of this particular document are exactly what we are talking about here today. Professional status begins with education. Career development of the fire executive must be systematic and deliberate. The traditional concept that fire protection is strictly a responsibility of local government must be reexamined. There were 12 findings in 1966 that I feel are still very, very true today, and we keep referring to "America Burning" in 1973, but I think we go back 20 years with the fire service identifying the need for our National Fire Academy.

I would like to close in saying that due to a funding crisis in Oklahoma, which amounts to our fiscal year 1987 budget levels being $467 million less than they are this year, which is about 17 percent of our State budget, that our Governor has restricted all out-of-State travel. It has all been eliminated. Our State fire chiefs association felt it was important enough to support our National Fire Academy that they have funded my participation and my travel for me to be here today.

Thank you very much.

[The prepared statement of Miss Trench follows:]

Oklahoma State University

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TESTIMONY

MARCH 12, 1986

U.S. HOUSE OF REPRESENTATIVES

SUBCOMMITTEE ON SCIENCE, RESEARCH & TECHNOLOGY

by

Nancy J. Trench
Manager
Fire Service Training
Oklahoma State University

I am pleased to be here today to give testimony in support of the National Fire Academy.

I will address several matters concerning the National Fire Academy and the impact of NFA programs in Oklahoma.

To reflect on the impact of the National Fire Academy, I want to share with you some success stories that are the result of Oklahoma firefighters and fire officers attending NFA classes.

- Oklahoma has two Fire Chiefs that are graduates of the Executive Development III course at the NFA who are now Assistant City Managers in their cities.

- The three Hazardous Materials Response Teams in Oklahoma have all received their technical hazardous material training from the NFA. This training is not available elsewhere.

- One Fire Chief related an experience that a Fire Inspector from his department attended the NFA and returned "a changed person". His attitude and motivation level changed for the positive. This inspector later accepted a lateral entry position as the Fire Marshal in another community.

- Another Fire Chief related the experience of attempting to implement an Incident Command System in his fire department. His story continues to state that the system is operational (successfully!) today as a result of several company officers attending the NFA, but not before.

- Six months ago a Fire Department initiated a promotional system that utilizes written testing and assessment centers, not seniority, as a basis for promotions. The one person responsible for instituting this major change is the one person from that fire department that has attended the NFA.

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- The city in Oklahoma with the largest percentage of participation at the NFA has documented fire incidence reduction. This fire department was also recognized as one of the top 25 fire departments in America.

These few scenarios illustrate the different ways that the National Fire Academy programs impact the local fire service in Oklahoma.

It seems important to address the issue of the Federal Government's responsibility in providing these educational experiences for fire service personnel from local areas.

In Oklahoma, Fire Service Training (the state agency responsible for training municipal firefighters) is funded at a level of approximately $430,000. This provides a full time instructional staff of 8 and support staff of 4. In FY'85, Fire Service Training delivered 599 classes to 15,000 fire fighters resulting in 442,540 man hours of training. This training was conducted at no cost to the local fire departments. There are about 500 fire departments in Oklahoma and about 10,000 firefighters. Oklahoma has 36 paid fire departments, 66 part-paid and 400 volunteer fire departments. Over 90% of the training addressed basic skills for firefighters. The other 10% was Instructor Training, EMS, Arson Investigation, Inspection and Fire Prevention. With a 60% turn over in volunteer firefighters, it is a never ending fact that the greatest demand on state training programs is for basic skills training at the firefighter level.

Oklahoma cannot cost effectively address the need for specialized technical training and management skills for the Oklahoma fire service community. Oklahoma is not unlike the other states. Oklahoma is in the top 5% of the funding levels for state fire training programs. This specialized technical training and executive development skills are not unique to each state. They remain the same for all so it is cost effective to provide at the federal level.

The major concern of the American fire service and the Oklahoma Fire Chiefs Association is the proposed elimination of the stipend program at the NFA. The elimination of this assistance to local fire departments would drastically reduce the participation at the NFA. Oklahoma has approximately 70 fire service personnel a year attend resident programs. If it became necessary for local governments to fund the transportation and lodging, as well as, the meals and the individuals salary while attending the NFA, the participation from Oklahoma would drop to 7 - 10 people each year. This represents a 90% reduction in attendance. Obviously this is a burden too great for local fire departments. This estimate is the result of feedback from Oklahoma Fire Chiefs. This would be true for other states as well. The National Fire Academy would be reduced to an academy for those within one day's driving distance, an "East Coast Academy".

It seems to be appropriate at this time to express my personal judgement; that the National Fire Academy, as it now exists, is a no frills, nuts and bolts operation. The facilities are adequate. They are by no means elaborate, especially the dorms! The staffing is minimal. I was on campus in January and I answered phones for the Field Program Division one afternoon

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while borrowing a work space to complete a report! Another example of the budget operations is that the only time a NFA staff person has traveled to Oklahoma for a state fire service event, The Oklahoma Fire Chief's Association or Oklahoma State University has paid the travel expenses.

I am an employee of a government institution and I can talk in terms of FTE's, budget realignments and reductions, but my experience is that the National Fire Academy is a no waste cost effective operation which now operates with a very minimum of resources.

The National Fire Academy, Field Programs Division, is the program of the NFA that directly interacts with the 50 state fire training programs. Field Programs offers 6 direct 2 day course deliveries for each state each year, a program to train trainers with hand-off model curriculum each year, and a focal point for networking with other state fire training programs and metro fire departments. In this role the NFA compliments the state fire training programs and provides an avenue to avoid the "reinvention of the wheel" syndrome. The Field Program's Division reaches an additional 270 fire departments personnel in Oklahoma through direct delivery each year. Many of these are volunteers. Several thousand firefighters are also trained in our state each year through the train-the-trainer hand-off programs. The Field Program's deliveries save the state training programs money and time. It is a cost effective program which impacts a large number of firefighters. The Field Program Division of the NFA makes Oklahoma's training dollars go further.

The National Fire Academy teaches a process for evaluating the fire protection needs of a community called "Fire Risk Analysis". Through this process the level of risk from fire for each building is quantified, as well as, the fire department fire suppression capability. The end result is always some degree of unprotected risk. The solution for protecting this risk with more firefighting capability is much too costly so the community develops a solution based on fire prevention. This includes the adoption and enforcement of building and fire prevention codes, public fire education, fire prevention inspections, and automatic sprinkler protection. The solutions to all of the many unprotected fire risks in America and the management of productive, cost effective fire departments that will implement these solutions is what the National Fire Academy is all about. Without the National Fire Academy our communities will not have the technical skills or managerial abilities to deal effectively with the ever growing risk from fire.

Due to the funding crisis in Oklahoma, our Governor has eliminated all out of state travel. The Oklahoma Fire Chiefs Association recognizes the importance of the continuation of the National Fire Academy and the stipend program and funded my travel to present this testimony today.

Mr. WALGREN. Well, we certainly appreciate their having done that. That's a real good contribution to this record and to the discussions here today. I appreciate that.

All right. And last, Mr. Lescault.

STATEMENT OF JAMES LESCAULT, EXECUTIVE DIRECTOR, URBAN EDUCATIONAL SYSTEMS, INC.

Mr. LESCAULT. Thank you, Mr. Chairman.

My name's Jim Lescault, I'm the executive director of Urban Educational Systems.

First off, I would like to credit your work, Mr. Chairman, for the full committee on reauthorizing the U.S. Fire Administration last year, realizing the task that was before you to review the act in its entirety.

I would also like to commend you on the recommendation in your committee's report which encouraged the U.S. Fire Administration and the National Fire Academy to include more non-fire-service personnel in the whole total fire picture. To us that was very important because, as I am the last witness, and also one of the few witnesses, that are not fire-service based. And I think that's extremely important. And I think it's one of the reasons why when Ed McCormack looks around the room and sees a lot of old faces no longer here he also doesn't see that many new faces. We have to develop these partnerships and expand upon the typical people that have always addressed this as a problem facing the Nation.

What I would like to do is concentrate on one of the programs of the U.S. Fire Administraton. That is the antiarson community-based programs. It's only in its infancy. It's in its second year of funding so, therefore, a lot of the statistics and gathering that's being done presently in this fiscal year to see the comparisons over the years.

In my written testimony, which is before you, there is a very good program in Providence, RI, the Providence Anti-Arson Coalition Program, administered by Stop Wasting Abandoned Property, which was one of those expert testimonies you heard last year.

I won't get into the full detail of how we approached the problem of arson fire from the community level. I think that was done last year in very indepth style. But I do think that it's important to look at some of the programming that that one organization was able to accomplish in a very short time. They included in there statistics, over a period of 2 years, from 1983 statistics through 1985—the changes in the total fire picture there, with a strong antiarson coalition involvement.

Not only has the incidence of fire gone down in that community, but that little organization has leveraged a lot of money into the city of Providence, and the State, to combat arson and fire.

For example, they were one of the sites selected by the Insurance Committee For Arson Control and Ford Foundation's Aim Program, which brought a computer into the city of Providence and has taught the fire department how to utilize that in high-risk buildings and doing early warning systems—early intervention strategies.

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Along with that they have worked very closely with the insurance industry at looking at the two-tier application process. They have made it less cumbersome, and have worked this year to take the initial legislation and make it more workable for the insurance companies.

They have gone and leveraged their money from the Federal to State in the Justice Assistance Act and gotten $50,000 allocated to the city of Providence to run an antiarson coalition, which they are only one component of. The other components are business, there's also the fire service and the municipal government.

These types of programs are very, very important. How do I tell you the cost-effectiveness of that? It's like prevention. How do we know if it works? How do you prove if it works? But I do think that what they're doing is not only in a public education format getting more people aware of the problem, but they are bringing in those sectors that have had a very limited role to play, to date. They are bringing in the justice people, they're bringing in the community level, bringing in municipal government, housing people, et cetera.

These programs are being replicated throughout all of the programs that were initially funded by the U.S. Fire Administration. Hopefully we will be able to give you that testimony next year to further indicate and prove the positiveness that's being conducted at the local level.

The other type of programs—I would just like to—that aren't included in my written testimony. For instance, in the Northwest Bronx Community and Clergy Coalition they worked very hard and successfully at implementing State legislation for fire burn reporting system. This is something that was started in the State of Massachusetts and a lot of the community organizations are now presently trying to do that State by State.

Another example is in the way Bess Grounds, in Hoyeb, MA, developed a program where the fire service would hold a training seminar that they put together on the management of fires—fire control—by managers of property. They went out and solicited and got a lot of the managers in very high-risk, very deteriorated neighborhoods to come together for that meeting. They leveraged the time for the fire service. They went and did the groundwork. They did the legwork. The fire service was able to come in and do that very intense training. Hopefully that will result in lesser fires in that community.

There are plenty of examples, Mr. Chairman, and there are a lot examples where we have leveraged a lot of other additional moneys.

What I think is extremely important is that we've also stressed the importance of the fire-service and non-fire-service partnership at the local level. We held two conferences—Urban Educational Systems, cosponsored by the People's Fire House and the National Firehouse Foundation out in San Francisco—coast to coast—where we brought in the Federal, State, and local fire service representatives with community-based organizations to talk about our inherent problems. What has kept us apart? What are the mutual goals that we have and how do we obtain those goals?

So, Mr. Chairman, that report is presently being printed and will be submitted to this committee, hopefully, for your review. What

came out of that meeting was: A very honest dialog—very open dialog—that I feel never existed before. To realize that the community can leverage, that the community can go forth and do a lot of work that the fire service doesn't have the time to do or incapable of doing; that is, when there's a budget problem and they're trying to maintain force and suppression equipment adequately there's also a need for that outside entity to go before that council and say "there's more that has to be done." When I said that there's a limit here on outside witnesses, the data that we're seeing before the committee today that, yes, the fire and arson is down in this country—but look at the initial number. Let's take a look at the total number, not at the variance. We may have a slight decrease now, but that number still is an outrage, and we should all be outraged by it. And I think that the consumers out there, and the people and organizations that have not been a part of the fire problem and coming up with the solutions, if brought in collectively can do so and do a dramatic decrease over a longer period of time, not just this 1-year decrease.

In that vein we have pushed for, and encouraged the U.S. Fire Adminstration, to develop national partnerships based on the beginning with the local fire departments and non-fire-service partnership, to then include the private sector. To bring in the other Federal agencies that have policy decisions that impact the arson fire problem.

As we explained last year the Housing and Urban Development, obviously, with their housing programs, should be involved in setting forth a lot of this policy and programmatic responses from the U.S. Fire Administration.

The need for the U.S. Fire Administration not only is the seed—get a little seed money for these types of programs to start and to gel at the local level, but there is a need to then promote those programs for other little areas and locations that have not even thought of possibly trying to do this approach. There is a need for them to also coordinate at the Federal level, and all the State people, and the municipal, and the planners—I mean, there is a real void out there, when we go State by State, at how they look at the fire and arson problem. Usually it's in the public safety department, period. It does not include the housing people, it does not include the planning departments.

Mr. Chairman, I really think that it's very, very important that I note that we have often been referred to as "the critics" of the U.S. Fire Administration. I want to go on record as saying there's nothing wrong with criticism if it's in a constructive vein. And that's what we had attempted to do last year. We looked at the full act that was before this committee and we tried to make it a stronger act in its impact on arson fire problem in this country.

When we say that there's a need for more access in the Fire Administration we realize that it's an access that, if accomplished, we'll have a dramatic decrease in the fire and arson problem in this country.

So, Mr. Chairman, I would like to just close by saying I appreciate this offer, and my written testimony is submitted to you, and I will entertain any questions.

Might I also say that I think we are at a very critical point in this country. Not only are all of those other programs that we are witnessing being eliminated or reduced very dramatically—and in my testimony I tried to make a comparison of our analysis of how they're going to adversely impact on the arson and fire problem in this country. But I think that we have to go beyond that and say that we will continue to focus this issue on a national level. It cannot be done at the State level by themselves. It cannot be done at the local level. We need the promotion and coordination at the level—of the Federal level.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Lescault follows:]

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Before the
HOUSE of REPRESENTATIVES
SUBCOMMITTEE on SCIENCE and TECHNOLOGY

March 12, 1986

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Mr. Chairman, Members of the Committee, my name is James Lescault and I am the Executive Director of Urban Educational Systems, Inc.. Urban Educational Systems, Inc. (UES) is a private, non-profit organization whose principal purpose is to assist in and advance arson/fire prevention and neighborhood stabilization. Incorporated in 1977, UES is particularly concerned with addressing the causal factors related to arson and fire, with an emphasis on the development and dissemination of techniques and strategies to reduce the occurance of arson and fire.

Urban Educational Systems is unique in that its emphasis and capability spans the whole spectrum of arson/fire prevention efforts, from basic research on arson to the development and implementation of arson/fire prevention programs and the provision of technical assistance services. UES is also unique in that its geographic area of service is both national and local in scope: it has developed arson data systems that have nationwide applications, yet it provides technical assistance services to the smallest organizations.

I would like to thank the Subcommittee for the opportunity to present testimony on the future of the United States Fire Administration, the National Fire Academy and the Center for Fire Research.

It was approximately one year ago that representatives from Urban Educational Systems, The People's Firehouse and Stop Wasting Abandoned Property presented testimony before this committee. The testimony submitted, both oral and written, was comprised of the following topics:

1) constructive criticisim and review of the original language embodied in the 1974 Federal Fire Prevention and Control Act.

2) perception of the arson/fire problem from the viewpoint of community-based organizations (CBO's).

3) the role and activities performed by CBO's engaged in arson/fire prevention efforts.

4) analysis of the relationship between USFA and the CBO's.

This testimony was prepared to assist this committee in undertaking the arduous task of analyzing the 1974 Act and assessing USFA's performance in carrying forth this Act's mission statement and overall goals. Thanks to the good judgement of this committee, the USFA was re-authorized to continue the original mission - to provide for a fire safe America, with specific recommendations to enhance the realization of this mandate. We applaud the committee's decision to re-authorize the USFA, demonstrating its confidence and committment to a National focus on the prevention of fire. One recommendation put forth by the committee that reflected one of our concerns addressed the issue of including more non-fire service personnel in both NFA and USFA programs. As your committee's report stated;

" Although recognizing both the limits of available funding and the importance of firefighters, the Committee believes that the NFA, as

> well as the USFA, should bring groups other than firefighters into the fire problem. The Committee believes that architects, engineers, materials experts, burn specialists, social scientists, community-based organizations, insurance companies, and other groups can all contribute more to reducing fire losses than they do at present. The Committee encourages the NFA and USFA to work with these groups."

This recommendation not only encourages but allows the USFA and NFA to actively solicit and obtain the cooperation of these various disciplines that can assist the fire service either programmaticly, financially or through policy development, in reducing the overall fire problem facing this nation.

While last year's testimony gave an in-depth description of the CBO perspective of the arson/fire problem, I would like to quickly summarize that viewpoint. Although the size, approaches and longevity in administrating community-based arson/fire prevention programs differs between each organization, the fundamental philosophy espoused by all of these organizations is consistently proactive in nature and prevention orientated. The arson and fire problem impacting their various neighborhoods and the nation as a whole is approached by the CBO's by utilizing community development strategies at the neighborhood level to reduce the conditions and incentives that lead to arson, fire in general and deteriorated housing. The following is an excerpt of testimony from Fred Ringler, Executive Director of The People's Firehouse, Brooklyn, New York, before this committee, which best describes these strategies:

> " The goal of these strategies is to actively involve neighborhood residents in stabilizing and revitalizing their community by developing programs that encourage local participation. Within the context of community-based arson/fire prevention programs, direct intervention, outreach, public education, research, technical assistance, housing manpement and development strategies are critical components of the arson/fire prevention model."

CURRENT RELATIONSHIP BETWEEN USFA AND CBO's:

The historical relationship between CBO's and the USFA over the past eight years, has not always been one based on mutual understanding and positive interaction. However, over the past few years that disposition has improved dramacticly, partially due to USFA's development and funding of community-based anti-arson and fire prevention programs within the agency's overall budgetary planning process. Both sectors, USFA and the CBO's, have learned from each other, concerning the inherent problems facing each respective sector and the commonalities in their overall goals. This is the direct result of honest, ongoing dialogue and programmatic interaction.

As or even more important than this improvement in communication is the positive results being generated by the CBO projects in such a short period of time. The initial small grants awarded by USFA has enabled the CBO's, in almost every case, to leverage additional financial resources. These USFA awards have given credibility and legitimacy to the role of CBO's providing arson/fire prevention programming in the eyes of both funding sources and the local fire service community.

To further demonstrate the cost effectiveness and innovative techniques used by these CBO's, I would like to review for the committee one site specific project's accomplishments to date. That USFA funded project is the Providence,Rhode Island, Anti-Arson Coalition, administrated by the organization, Stop Wasting Abandoned Property.

Stop Wasting Abandoned Property (SWAP) is a nationally recognized urban homesteading program. They were created in 1976 by community leaders who were seeking a way to stop abandonment in Providence, Rhode Island. Their long range goal was the preservation and rehabilitation of abandoned houses in that city. It was this organization's belief that with the realization of this goal that they would not only make Providence a more desirable city to live in but would also decrease the environment for further arson and abandonment by renovating vacant, high risk buildings.

One program that they have developed to achieve their goal of halting abandonment was the creation of the Providence Anti-Arson Coalition. In the fall of 1980 the SWAP Board, staff and community residents went through an extensive analysis of the organization and its progress in achieving its goal of neighborhood revitalization through homesteading. One of their conclusions at that time was that arson had become a substantial problem in the Providence area and was one of the chief reasons the number of abandoned properties had not decrease despite SWAP's numerous sales and renovation successes. Not only had this homesteading program leveraged $1.2 million in federal grants to realize a return of $4.16 of private investment for every public dollar invested in this program, but they had sold 413 buildings, resulting in at least 850 newly rennovated housing units. Of these homesteaders 90% were first time buyers, 90% were low to moderate income according to HUD guidelines and 2/3 were minority. Based on this conclusion, that arson had become a major problem, SWAP decided to develop a city-wide anti-arson program. In 1981, funded by a small seed grant from Old Stone Bank's Charitable Trust and supported by SWAP's general operating funds the organizing of the Anti-Arson Coalition began.

Since the inception of the Providence Anti-Arson Coalition, the organization has received technical assistance in understanding the arson/fire problem from a structural viewpoint and has incorporated prevention strategies into their housing revitalization efforts. The recent funding that the Providence Anti-Arson Coalition has received from the USFA during the past two years has enabled them to make great strides in fighting arson not only in Providence but through-out the state of Rhode Island. The Coalition has used the USFA money to leverage other monies to expand the program, create and change policies and develop new projects. The following are examples of those activities:

* In cooperation with the City Arson Prevention Unit, the Coalition obtained a Ford Foundation/Insurance Committee for Arson Control grant which provided funds for the purchase of a computer and software to create and test a computerized early warning system which has proven effective and will be implemented city-wide during the next 6-9 months.

* Leveraged $50,000 of Federal-to-State Justice Assistance Act funds to create and staff a city Anti-Arson Task Force of which the neighborhood Coalition is just one component along with municipal, business, including insurance and fire representatives.

* Conducting a comprehensive study of what is needed to create a school education program in Arson and Fire Prevention and Safety, as well as to develop an effective Juvenile and Child firesetters counseling program.

* Currently are attempting to obtain an additional $50,000 in state surplus money to augment the Justice Assistance money to be used specifically to fund a Juvenile Firesetters Education and Counseling program.

* Creation of municipal tax lien legislation which enables the city to recuperate any outstanding city liens from an insurance claim prior to the owner receiving the payment.

* Insurance Disclosure Legislation law requiring nonowner occupant owners of four (4) or more units to give the city information pertaining to who holds their insurance policy and how much it is for. This law was passed in 1982 through the efforts of the Coalition, but has proven ineffective because of problems in noncompliance and questions about jurisdiction for enforcement.

* Anti-Arson Insurance Application passed through the state legislature in 1985 and then determined to be too cumbersome as to be ineffective. The Coalition worked with the Insurance Companies to draft and pass amendments to the law in 1986 to streamline the process of using the mandatory application.

* The Providence Anti-Arson Coalition through its neighborhood based efforts has succeeded with holiday neighborhood arson watches to make Providence one of the quietest cities on the Fourth of July, after five years of holiday watches 1985 was recognized as the quietest Fourth of July in twenty years of the city's history.

PROVIDENCE, RHODE ISLAND'S FIRE STATISTICS - 1983-1985:

	1983	1984	1985	% change from 1983-1985
OCCUPIED BUILDING FIRES	711	622	515.....	-28%
VACANT BUILDING FIRES	198	108	95.....	-52%
TOTAL BUILDING FIRES	909	730	610.....	-33%
INCENDIARY FIRES	245	216	224.....	- 9%
UNDETERMINED FIRES	24	6	14.....	-42%

* The total number of building fires has decreased through the three years, but the number of incendiary and undertermined fires has increased in the last year, as has the percentage of incendiary fires to total building fires. There are two theories about this. One is that the fire department has improved both at preventing fires and detecting incendiary causes, which combined would cause the percentage increase. The second theory is based on the fact that there was a period of months when the fire department did not have the manpower needed to do effective cause and origin scene investigations and the persons setting the fires soon learned this and knew that the chances of getting caught were even lower than usual for that 3-5 month period; thus

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there was an increase in incendiary fires without a corresponding increase in building fires overall.

While empirical evidence can be produced to demonstrate the positive reduction in the overall incidences of arson/fire in almost all of the other CBO's targetted areas, another less quantitative but as vital result has concurrently been obtained. These CBO's have been as successful as the Providence Anti-Arson Coalition in not only educating the public in arson/fire prevention methods but have also mobilized individuals and organizations, representative of the local public/private sectors. These endeavors have stimulated and expanded the awareness and participation of new sectors never before involved with the issue of arson and fire. The creation of these partnerships at the local level is considered paramount by the USFA for the overall reduction of the national fire problem.

AN EXAMPLE OF CBO'S ROLE IN THE DEVELOPMENT OF ARSON/FIRE PREVENTION PARTNERSHIPS:

INTRODUCTION

A partnership is a structure that fosters cooperation among individuals and organizations for mutual benefit. Participants in the partnership contribute to the benefit of the larger community while promoting their own individual or organizational interests. A partnership in fire and arson prevention would ultimately include the fire service, community organizations, the insurance industry, service organizations, local government, federal agencies concerned with the fire issue, foundations and corporations.

A forum in New York City was held on January 18, 1985, and was sponsored by Urban Educational Systems and the People's Firehouse. A similiar forum was held in San Francisco, sponsored by Urban Educational Systems, the People's Firehouse and the National Firehawk Foundation. Financial support for both forums was provided by the Ford Foundation and the U.S. Fire Administration.

PURPOSE OF THE FORUMS

These first two forums on partnerships concentrated on the fire service and community-based organizations because these are the two sectors that are clearly most concerned about fire in their communities. These two sectors are key to developing prevention partnerships. Community-based organizations, for example, have recently worked to obtain federal funding for the development of arson and fire prevention partnerships and have otherwise spearheaded the effort to realize partnerships in this area. These forums were held to bring together representatives of the fire service, from the federal, state and local levels and community-based organizations to discuss mutual concerns and interests and how these can be advanced through the formation of prevention partnerships. It is our contention that without viable, working local partnerships, arson and fire prevention efforts will tend to be less than successful. Future forums, which are presently being developed, will include representatives from other sectors to discuss their roles and responsibilities in making partnerships as widely representative as possible.

The specific purpose of the forums was to develop an agenda outlining how a partnership could be realized. In this regard the forums addressed the issues that have kept apart fire service and community organizations and how these issues could be productively addressed so that a strong national partnership can be established.

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A report containing a summary of each of the two forums, organized by topical area, followed by a suggested agenda for realizing partnerships at the local, state or national level, is presently being printed. Copies of this report will be forwarded to this committee for your review.

It is Urban Educational Systems opinion that the philosophy inherent within these CBO programs and the positive results being produced has gained the understanding, trust and support of the administrators of USFA. It is anticipated that with closer monitoring and evaluation of these programs, during the present fiscal year, descriptions of these model programs will be produced by USFA for national dissemination. It is the CBO's contention that with the continued support and promotion by the USFA of these types of programs the eventual result will be in the further reduction of the national arson/fire problem.

THE NEED TO RETAIN THE USFA:

Once again we are faced with the Administration's initiative to eliminate the USFA. Your committee will be receiving expert testimony on the national statistics, regarding the arson/fire problem in the United States. I will not duplicate that effort, but rather caution the committee members to review the situation in terms of total numbers not just percentile variences. While viewing these figures with sensitivity and taking the existing statistics as being adequate, can we really consider America as being fire safe? The United States still has one of the highest rates in deaths and injuries per fire, total number of fires and dollar loss per fire in the industrialized world!! To just say that we have experienced a recent decline in the arson/fire problem in the U.S. is not a sufficent or rational reason to eliminate the Federal entity that is responsible for those decreases and to walk away from the problem. The numbers are still too high and costly both in human and economic terms. The national decline in arson/fire is only the beginning in the reversal of what can only be described as a monumental problem. A problem that we are finally getting a handle on but will need an aggressive campaign, incorporating the various sectors within our society, spearheaded by the USFA.

One private sector that needs to be incorporated into this national effort is the insurance industry. A recent conversation with a representative of one of the top ten companies that provides property/casualty coverage in the U.S. revealed the following data:

	1982	1985	% CHANGE
TOTAL NUMBER OF FIRE CLAIMS	5,000	2,000	-60%
TOTAL DOLLAR AMOUNT PAID OUT IN FIRE CLAIMS	$1.16 (M)	$1.93 (M)	+40%

* 1984-1985 witenessed a 14% increase in arson fires.

This insurance company is recognized as having one of the best prevention philosophy within the industry and a very strong arson and fraud unit. This could be one reason for the overall decrease in the number of fires but doesn't explain for the 14% increase in arson fires over the last year or the increase in the dollar loss per fire over the last three year period. How this insurance company and others will respond to these financial losses can only be the subject of speculation at this time. Two possible scenarios are as follows; the cancellation of large numbers of policies thus reducing their risks, resulting in the exposeure of many property owners and residents to potential

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financial disaster if fire occurs and/or the increase of policy premiums beyond the affordability of those in greatest need of coverage. The USFA could and should be the impetus in bringing representatives of the insurance industry and other sectors together to collectively address these problems and to develop and implement plausible solutions.

Another justification for the retention of the USFA concerns the Federal cutbacks in certain programs as mandated by the Gramm-Rudman Act and their potential adverse impact on the arson/fire problem in the U.S.. For example:

1) What will be the effects of lost general revenue sharing money upon the local fire departments' capability to provide sufficent levels of protection in both suppression and prevention programming?

2) If Community Development Block Grants are dramaticly reduced or eliminated, what will the loss of these vital funds, earmarked for targetted audiences in depressed neighborhoods have on their chances for economic and housing revitalization versus disinvestment and deterioration?

3) What will the elimination of Federal deep subsidies, presently funding both new construction and rehabilitation projects, have on the housing market?

4) How will the proposed tax revisions impact on the future arson/fire statistics, whereby tax shelters, presently the cornerstone of most major housing financing packages, will be eliminated?

It is UES's expert opinion, based on past experiences, that when there exists severe housing pressures, contracting from various sources, as envisioned in the previous analysis, that the incidence of arson/fire increases proportionately. For over eight years UES and the CBO's have advocated for the inclusion of this analysis by the fire service community, while continuing to educate, encourage and promote the importance of the USFA as the national focus and coordinating body, with the potential to develop intregrated systems and programs that adequately address the total fire problem. This advocacy has prevailed even with the CBO perception of the arson/fire problem being solidly based in local intervention strategies. The CBO's have perservered through-out these years in attempting to justify their role in prevention in the eyes of the USFA and the fire service community. At times these two sectors have been in direct confrontation with each other but never has the CBO belief in the need for a strong National Fire Prevention Organization, such as the USFA, diminish or waiver. It has often been said that the CBO's have been the harshest critics of USFA, but it should also be said that they have been one of the USFA's most ardent supporters and proponents.

If the United States, as a nation, is to continue to reverse and eventually eliminate the present state of emergency, concerning the arson/fire problem, then there exists the need for national assistance, coordination, promotion and funding of the most logical, time proven, innovated and cost effective prevention programs. The United States Fire Administration has been and should continue to be that nationally focused entity.

I encourage this committee to assist this nation in the elimination of one of its most vile enemies, arson/fire, by re-authorizing the USFA to carry forth the mission to obtain a fire safe America.

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The following is a list of those activities which should be the objectives and goals of the USFA:

1) To provide a national focus on the prevntion of fires.

2) To coordinate task forces comprised of Federal Agencies and other public/private sectors to set policies, goals and programs, along with the creation of new resources.

3) To complie and analyze statistical data concerning the arson/fire problem.

4) To encourage and conduct research of innovated preventive technologies.

5) To develop and fund model prevention programs for national dissemination.

6) To promote the development of Public/Private Partnerships at the Federal, State and Local levels.

Mr. WALGREN. Thank you very much.

Mr. Jackson, can you give us any—or shed any light on the cost benefit effect of the moneys that we spend in this area from your appreciation of that side of it as an insurance-based person?

Mr. JACKSON. Chairman Walgren, the best estimate that we can give for the losses resulting from arson is that 25 cents out of every $1 the citizen spends for homeowners insurance goes to cover the cost of arson and related fraud. So you can see how quickly the saving filters back to the individual citizens as the cost of insurance becomes more manageable.

I think we're all aware—too aware—of the problem that is frequently referred to as a crisis in insurance, whether we are talking about municipal insurance or malpractice insurance, or whether we are talking about the insurance to cover trucking fleets. In many cases the problem with providing insurance coverage stems from the fact that there are expense factors that are out of control. The very factors that the U.S. Fire Admininstration is working on are those factors which lead toward prevention of losses, which is the place where you get your greatest savings.

For example, Mr. Lescault and I both commented on the Insurance Information Management Program, which is designed to predict where arsons are liable to occur. The idea there is that the community will then intervene to keep the arson incident from occurring. That's where the greatest saving comes, because there is no insurance payout, there's no loss of housing stock, and there are no victims thrown on the street to be handled by the community social services. So, the impact of keeping the fire from happening, or keeping it small, as you would in the case of residential sprinklers, is that you're going to keep down the cost of insurance, you're going to keep down the cost of delivering fire service, and you're going to keep down the cost of delivering social services to take care of the victims.

Right now, because of the impact of reduced fire losses around the country, residential fire insurance, which is part of your homeowners policy, is probably one of your best insurance buys today, and we hope that it's going to stay that way. We hope the trend continues because when you save money on insurance, insurance

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companies start cutting their prices in order to get the best of the business that is available. And this works to the benefit of the consumer, and, of course, providing the insurance companies don't go too far in cutting prices, it works to their benefit, too.

Mr. WALGREN. You say 25 percent of the insurance dollar? Would that be down from previous levels in view of these—the evidence of reduction of loss?

Mr. JACKSON. An earlier estimate by the Ohio Insurance Institute had pegged it at one-third.

We have a little bit of a problem on tracking arson costs because there is no way an insurance company can mark a file in the computer as being an arson incident unless the individual is convicted of arson. To put a speculation in there that we think he did it would be to open yourself up to a—very properly—to a suit for defamation.

Mr. WALGREN. I see. Well, OK.

You know, I wanted to note, Miss Trench, that your testimony is really nicely clear in opposition to some of the comments that we hear that somehow or another the national programs are kind of usurping the role of local, and some State, feathers that have been ruffled—and I'm sure there are State feathers that have been ruffled—in some of the State fire academies. But I must say that the clarity of your focus on how the national level is focused on the management and the expertise is really helpful, and, from our point of view, certainly satisfies that record that somebody might argue at some time. But it's nice to have such a complete statement of the value of the Federal level when we know some people that are involved in fire training and do have either good courses or, themselves, are focused on other areas, would somehow resist the Federal involvement. So, I think that's a very, very important contribution you made.

Although we haven't talked that much this year about the community-based programs, that program is pretty small, is it not, at this point in the Fire Administration?

Mr. LESCAULT. Mr. Chairman, in this administration it is budgeted at—correct me if I'm wrong, but I believe it's $350,000 still, from its original allocation. It has not been expanded. What they did was expand the number of programs funded by lowering the ceiling of which—how much each organization could get.

Mr. WALGREN. How much are the organizations getting now?

Mr. LESCAULT. On an average I would say it's—the ceiling is at $25,000, but the average comes closer to $13,000. So, for that dollar amount, Mr. Chairman, I think we are doing an awful lot with very little, and that's all we are asking for is the continuation, but expansion of that to other areas. Specifically, if the data proves true that the arson fire problem is moving into new geographical areas, then what is the U.S. Fire Administration's next tier approach? Where are we going with this program? And what are we leaving behind? And what models are we emulating?

Mr. WALGREN. How many programs do we have out of that 350?

Mr. LESCAULT. How many are funded?

Mr. WALGREN. Yes.

Mr. LESCAULT. I believe the number is 15. In between 15 and 20—there are a couple of smaller ones. But that does not include the volunteer program, which is totally different.

Mr. WALGREN. And when would you expect we would get some good ways to evaluate those programs?

Mr. LESCAULT. Mr. Chairman, right from the beginning of this program we have asked for the development of evaluation methodology and monitoring system. This year there is one a little bit better in place within USFA, but also we are gathering the data as technical assistance providers trying to get the local organizations to get the data that is needed. I have started—unfortunately it is still trickling into my office. There are examples coming in from all of the different sites on whether it is the incidence of fire decrease or increase—sometimes there is an increase when there is more awareness of the problem that is brought forth, and that should be noted—but also the other ways that these organizatons are interacting with the public school departments, with all of the other agencies.

Mr. WALGREN. Well, OK.

Well, any other comments that you would like to——

Mr. JACKSON. Mr. Chairman, just one more.

In talking about the need for continued activity by the U.S. Fire Administration, I would like to point out that the problem doesn't stay the same. The problem that we faced in arson, for example, back in the 1970's, appeared to be one, basically, of economic arson. That particular problem is relatively easy to control because the people leave a paper trail.

But as you take care of that problem you become more aware of the amount of arsonists left from other sources, like juvenile arson. And recently the U.S. Fire Administration, and others within the Federal Government, have started paying attention to this problem. And that's extremely critical that as the problem changes—Mr. Lescault referred to the shift, away from the urban areas into the rural areas and the suburban areas, of arson—as the problem shifts we need some national leadership to help us move in a quick and in a coordinated manner. Otherwise we are going to lose a lot of momentum and the losses are going to be paid by the citizens.

Mr. WALGREN. I see.

Mr. LESCAULT. Mr. Chairman, if I may?

Mr. WALGREN. Yes, sir.

Mr. LESCAULT. Just very quickly, I hope it's noted that the whole arson early-warning system was developed by my predecessing agency in Boston—was a community group. It took many years to convince the U.S. Fire Administration that you can predict that an early-warning system is plausible. We take great pride in having helped establish that as a recognized legitimate way of dealing with the arson problem.

But I do have to say that, though I stated that the present data shows a shift in the occurrence of arson and fire, and arson specifically, I would like to note that my analysis that's in there is one that's based on early-warning systems that you look at the outside forces that are coming to bear upon the problem—the potential housing market problem of such things as the Senate revision of the tax law, which will take away the syndication and the limited

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partnership capability of leveraging as tax dollars sheltered to housing. What will that do on the market? What kind of pressure is that going to put, given that it's also in correspondence to the loss of Federal deep subsidies in the housing market? What is that going to create in the housing problem? And I'm talking back to Boston and New York, where it is very fashionable to renovate right now. But what happens to a speculator, an investor, who is stuck with property he cannot use to renovate? Will we see it sold back to the insurance companies? That's probably a subject for another hearing.

But I don't believe that, once it leaves an area, it will never ever reoccur.

Mr. WALGREN. Well, thank you all very much.

We hope next year we will be able to fund your travel back here, Miss Trench.

Thanks for all of your contribution.

[Whereupon, at 1:12 p.m., the subcommittee recessed to reconvene at the call of the Chair.]

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Federal Emergency Management Agency

Washington, D.C. 20472

January 21, 1986

MEMORANDUM FOR: Julius W. Becton, Jr.
Director

THROUGH: James P. McNeill
Associate Director
Training and Fire Programs

FROM: Joseph L. Donovan
Superintendent
National Fire Academy

SUBJECT: National Fire Academy Annual Report for Fiscal Year 1985

I am pleased to submit the National Fire Academy Annual Report for Fiscal Year 1985. It is in three major parts: (1) Overview, (2) Resident Programs Division, and (3) Field Programs Division. What has been accomplished is the result of extraordinary efforts by a very dedicated staff of the Academy and the staff of the Training and Fire Programs Directorate which provide the support functions to assist us in accomplishing our very important mission.

Attachment (NFA Annual Report, FY85)

cc: NFA board of Visitors
TFPD Senior Staff
NFA Staff

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NATIONAL FIRE ACADEMY

FISCAL YEAR 1985 ACCOMPLISHMENTS OVERVIEW

In Fiscal Year 1985, over 6,352 State and local fire officers, and allied professionals were trained "on-campus," and 89,522 "off-campus" through the National Fire Academy's (NFA) cost-shared programs, for a total of 174,465 student days of activity.

For the period 1980-1985, since NFA has operated at Emmitsburg, the following are its statistics:

	Est. Aud.	Reached 1980-1985	%
Executive Fire Officer Program (RPD)	5,000	1,860	37.2
Command and Staff Program (RPD)	25,000	8,392	33.6
Technical Specialist Program (RPD)	100,000	69,410	69.4
Line Officer/Training-the-Trainer (FPD)	200,000	135,235	67.6
Allied Professionals (RPD & FPD)	5,000	1,501	30.0
TOTAL	335,000	216,398	64.6

(It is recognized that many students attended more than one offering during this period. If all students attended two courses, the percentage reached is still sizeable at 32.3 percent.)

The Federal Emergency Management Agency's Fire Executive Fellowship Program entered its second year with fire graduates of the Academy's Executive Development Program chosen as the 1985 "Fellows" to attend the State and Local Senior Executive Program of the Kennedy School of Government at Harvard University. This program is co-sponsored by the U. S. Fire Administration.

The Executive Fire Officer Program was initiated. Classes One and Two began the program and previous graduates of Fire Executive Development III were accepted into the program in a "grandfathered" status for a total enrollment of 543 Executive Fire Officials from State and local fire service organizations.

The Command and Staff Program was also initiated with Class Number One graduating in August after 14 weeks in residence. It consisted of 21 Mid-level Fire Managers from all 10 Federal Regions and from the three largest fire departments in the country.

The NFA staff was reduced from 39 authorized FTE's to an on-board strength of 31 at year end due to the hiring freeze since August, 1984, and the elimination of all temporaries in March, 1985.

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NATIONAL FIRE ACADEMY
RESIDENT PROGRAMS DIVISION

FY85 SIGNIFICANT ACCOMPLISHMENTS

The Resident Programs Division was responsible for coordinating 157 individual on-campus and 29 off-campus offerings for 51,777 participants, generating 78,822 student days and 474,481 student hours of activity.

I. PROGRAM DELIVERY

o On Campus

3,843 students participated in 157 offerings

All 50 states and 3 foreign countries were represented in the following:

Organizational Status	Career Status
2672 Full Paid	3630 Paid Full-Time
915 Combination (Paid & Volunteer)	39 Paid Part-Time
85 Volunteer	111 Volunteer
171 Other	63 Other

Four State Fire Marshals, 6 State Directors of Fire Training and 187 Chiefs of Department attended on campus Resident Programs Division courses.

389 Senior (Assistant, Deputy or Division) Chief Officers attended on campus Resident Programs Division courses.

All 50 states were represented in the student population, with California having the most (455), and Delaware having the least (1). (See Attachments A and B).

15 students from 3 different foreign countries participated in Resident Programs Division courses: Australia, Canada and United Arab Emirates.

Two new courses were fully implemented:

- Management of Fire Prevention Programs (1 presentation)
- Hazardous Substance Specialist (2 presentations)

On August 2 and August 30, the first two Executive Fire Officer Program classes graduated from Executive Development III, the first in a series of three required courses over a three year period.

On August 22, Charter Class #1 of the Command and Staff Program graduated after 13 weeks of intensive training. A series of Evening Lecture Series presentations were held in conjunction with the Command and Staff Program. A total of 10 presentations were made to almost 1,000 resident students.

Of the 391 students attending Executive Fire Officer Program courses, 80% or 313 were Chief Officers. Of the 1,366 students attending Command and Staff Program courses, 35% or 479 were Chief Officers.

A total of 277,876 student hours of activity.

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o Off Campus

Hazardous Materials Tactical Considerations was offered, in a pilot test, in Nassau County, New York from April 15-26, 1985. Twenty-nine (29) students participated; 2,320 hours of activity.

The Organizational Analysis and Renewal Program was initiated in the Minneapolis, Minnesota Fire Department, and the year long process was successfully completed by the Metro-Dade County, Florida Fire Department and the Fort Worth, Texas Fire Department. Both organizations reported significant gains as a result of the program. Sixty (60) career fire and forty (40) allied professional personnel participated. A total of 4500 student hours of activity.

A total of 6,820 student hours of activity.

o Special Programs

The second FEMA Fire Executive Fellowship Program at the Harvard University John F. Kennedy School of Government was implemented as part of the Executive Fire Officer Program. Five Executive Development III graduates were chosen by a seven member panel, they were:
(1,080 hours of activity)

Chief John Bergeron, Lexington, Massachusetts Fire Department
Chief William Peterson, Plano, Texas Fire Department
Deputy Chief Frank Florence, Salt Lake City, Utah Fire Department
Deputy Chief Steven Edwards, Prince George's County, Maryland Fire Department
Deputy Chief Timothy DeLuca, Los Angeles, California Fire Department

A teleconference on "Hazardous Materials Tactical Considerations" was conducted with over 45,000 identified participants nationwide. Division personnel also assisted with the U.S. Fire Administration and the Emergency Management Institute teleconference productions and development. (135,000 hours of activity)

A total of 136,080 student hours of activity.

o Conferences/Workshops*

Participated in the development and presentation of the Annual Fire Safety Conference at Crystal City, Virginia, with over 600 participants attending.

Presented workshops at the California Training Officers Conference in Fresno, California, and the Fire Department Instructor's Conference in Cincinnati, Ohio.

*The vast majority of travel costs were paid for by the sponsoring agency at no cost to the government. Due to budget freezes, appropriations for travel and staff training were almost non-existent in FY 85.

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Made presentations at:
Vermont Civil Defense Seminar (Montpelier, Vermont)
FBI Academy Hazardous Materials Seminar (Quantico, Virginia)
International Association of Arson Investigators (Sedona, Arizona)
International Association of Arson Investigators (Clark County, Nevada)
Fire & Explosion Task Force Arson Seminar (Englewood, Colorado)
Florida Training Improvement Conference (Ocala, Florida)
International Association of Arson Investigators (Fairbanks, Alaska)
Midwestern Public Education Conference (Lincoln, Nebraska)
Florida Statewide Fire Prevention Conference (Fort Myers, Florida)
Kinesic Interview Technique Seminar, Orange County, California Fire Department
8th Annual Seminar of International Association of Arson Investigators (Albuquerque, New Mexico)
Pennsylvania Fire Awareness Symposium (Harrisburg, Pennsylvania)
South Florida Fire Safety Association Conference (Miami, Florida)
Defense Security Institute Conference (Richmond, Virginia)
Michigan Fire Inspectors Society Conference (Lansing, Michigan)
IFSTA Annual Validation Conference (Stillwater, Oklahoma)
Oklahoma Public Fire Education Conference (Stillwater, Oklahoma)
Arson Detection Course, North Carolina Fire Marshal's Association (Chapel Hill, North Carolina)
National Wildfire Coordinating Group Meeting (Boise, Idaho)

A total of 53,675 student hours of activity.

II. COURSE DEVELOPMENT

The course development function was reorganized during FY 85. Two course developers were assigned to manage the course development efforts for RPD. This reorganization provided for much closer coordination of development within the divisions.

The development process is comprised of four phases for RPD. A fifth phase is included in the FPD courses.

Phase 1 - Program Team, Task Analysis
Phase 2 - Course Outline, Methodology and Content
Phase 3 - Development of Manuals
Phase 4 - Pilot Testing and Revisions

Phases 1, 2, 3:
Command & Control of Fire Department Major Operations - Catastrophic Disasters
Command & Control of Fire Department Major Operations

Phases 2, 3:
Fire Service Financial Management

Phase 3:
Information Management in the Fire Service
Introduction to Fire Safety Education
Use of Microcomputers for Fire Service Management

Phases 3, 4:
Management of Fire Prevention Programs
Hazardous Substance Specialist

Phase 4:
Strategic Analysis of Fire Department Operations
Plans Review for Inspectors

Phases 3, 4, 5:

Initial Company Tactical Operations
Multiple Company Tactical Operations
Firefighter Safety and Survival

- o Continued in the coordination of the development of the new Emergency Management Computer Aided Trainer (EMCAT) with the assistance of the National Aeronautics and Space Administration (NASA). EMCAT will be used to simulate fire scenarios for fireground management training.

- o During FY 85 the American Council on Education (ACE) accredited the following Resident Programs Division courses:

  Information Management in the Fire Service - 2 Upper Level Units
  Fire Arson Investigation - 3 Upper Level or Graduate Units
  Strategic Analysis of Fire Department Operations - 3 Upper Level Units
  Hazardous Substance Specialist - 3 Lower Level Units

- o Short Term Evaluation - Between June and October 1985, a study of the mid-management curriculum of the Command and Staff Program was conducted. The resident programs computerized evaluation reports were aggregated for 10 offerings prior to June. A class offering for each course was selected to be a "test class" and additional evalutaion instruments were administered to this selected group of students. Instructors were given an instructor feedback form to describe any changes they would recommend in the media, content, or activities for the course. The students of Class #1 of the Command and Staff Program, who had participated in all of these classes were asked to comment on the strengths and weaknesses of the entire curriculum. The data collected for each course includes the following:

  a) Summary of results

  b) Aggregated evaluation forms for the 10 offerings

  c) Copy of the computerized resident course evaluation report for the test class

  d) Participants self-assessment before training on the areas covered by the course for the test class

  e) Participants self-assessment after training on the areas covered by the course for the test class

f) Participants assessment of the effectiveness and the usefulness of course components for the test class

g) Assessment of the content/structure of the course for the test class

h) Open ended comments on the value of this training for the test class

This data is being analyzed by staff and will be used in the revision of of the curriculum in FY 86.

III. PROGRAM SUPPORT

- Implemented two major programs of the National Fire Academy's Master Curriculum Plan. Classes No. 1 and No. 2 have matriculated into the Executive Fire Officer Program and Class No. 1 graduated from the 13-week Command and Staff Program.
- Coordinated the development of the FY 86 NFA course catalogue.
- Developed a new adjunct selection, screening, and in-service training program process for implementation in FY 86.
- 40 new adjunct faculty designees were appointed by the Superintendent and 45 adjunct faculty were released fromn the approved procurement list for the Division, 29 adjunct applications were rejected, the total adjunct faculty pool at the year's end was 283.
- Prepared Adjunct Faculty Handbook - to be distributed in FY 86.
- 334 adjunct faculty contractors were utilized for a total of $458,118
- Participated in the Field Programs division faculty designee selection process for their new courses that went on-line.
- Participated in the admissions process, providing final review and approval for on campus resident program courses:

  9868--applications received in FY 85 (up 1126 from FY 84)

  1747--rejected - not qualified

  2392--rejected - class full (up 283 from FY 84)

  3843--accepted and attended (down 15 from FY 84)

  85--no shows/without notice (down 40 from FY 84)

  602--no shows/with notice (down 203 from FY 84)

- Staff provided the Emergency Management Institute (EMI) with technical support and review of two workshops on hazardous materials, and staff support in presentation of the Building Fire Safety Design course, Resource Management for National Disasters course and two IEMC courses (Hazardous Materials and Response).

- Staff provided support to Programs and Academics for long-term evaluation pilot test of six Field Programs courses:

  Fire Service Supervision: Increasing Personal Effectiveness
  Fire Service Supervision: Increasing Team Effectiveness
  Fire Risk Analysis: A Systems Approach
  Community Fire Defenses: Challenges and Solutions
  Hazardous Materials Incident Analysis
  Hazardous Materials: The Pesticide Challenge

- Staff served on inter - and intra-agency committees and task forces. (See Attachment C)

- 66 development contracts (excluding editorial support) were utilized in the development and revision of Resident Programs Division courses for approximately $255,407.

Michael T. Mitchell
Deputy Superintendent for
Resident Programs Division

12/31/85

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ATTACHMENT A

RESIDENT PROGRAMS DIVISION
FY 85 ON-CAMPUS PROGRAMS
NUMBER OF PARTICIPANTS BY STATE
(RANKED BY STATE)

California	456	Alaska	44
Florida	307	Montana	44
Washington	216	Iowa	44
Texas	196	Louisiana	42
Colorado	145	New Hampshire	40
Virginia	139	New Mexico	39
Maryland	134	Alabama	35
Illinois	122	Nevada	32
Oregon	113	Georgia	30
Arizona	112	Kentucky	29
Michigan	110	West Virginia	25
Missouri	109	Idaho	24
Pennsylvania	103	Wyoming	21
North Carolina	100	Maine	21
Wisconsin	92	Nebraska	20
Utah	88	North Dakota	19
Ohio	84	Mississippi	18
Minnesota	77	South Carolina	17
Indiana	77	Rhode Island	14
New York	72	South Dakota	13
Oklahoma	69	Hawaii	12
Connecticut	66	District of Columbia	8
Kansas	65	Arkansas	7
Tennessee	56	Vermont	3
Massachusetts	55	Delaware	1
New Jersey	51		

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ATTACHMENT B

RESIDENT PROGRAMS DIVISION
FY 85 ON-CAMPUS PROGRAMS
NUMBER OF PARTICIPANTS BY STATE

Alabama	35	Missouri	109
Alaska	44	Montana	44
Arizona	112	Nebraska	20
Arkansas	7	New Hampshire	40
California	456	Nevada	32
Colorado	145	New Jersey	51
Connecticut	66	New Mexico	39
District of Columbia	8	New York	72
Delaware	1	North Carolina	100
Florida	307	North Dakota	19
Georgia	30	Ohio	84
Hawaii	12	Oklahoma	69
Idaho	24	Oregon	113
Illinois	122	Pennsylvania	103
Indiana	77	Rhode Island	14
Iowa	44	South Carolina	17
Kansas	65	South Dakota	13
Kentucky	29	Tennessee	56
Louisiana	42	Texas	196
Maine	21	Utah	88
Maryland	134	Vermont	3
Massachusetts	55	Virginia	139
Michigan	110	Washington	216
Minnesota	77	West Virginia	25
Mississippi	18	Wisconsin	92
		Wyoming	21

Australia	2
Canada	11
United Arab Emirates	2

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ATTACHMENT C

RESIDENT PROGRAMS DIVISION

Inter - and intra-agency committee/task forces that National Fire Academy Resident Programs Division personnel served on in FY 85.

Source Evaluation Board - NETC "Umbrella" Contract

Technical Evaluation Panel - NETC Food Service Contract

Joint Public Safety Awards Board

FEMA IEMS Steering Committee

Fallen Firefighter Memorial Committee

NETC Labor Management Relations Committee

FEMA Hazardous Materials Task Force

NETC Affirmative Action Program Plan Monitoring Team

FEMA Earthquake Education Steering Committee

FEMA Partnerships Against Fire Conference

FEMA K-12 Curriculum Committee

Assistance with NFPA "Learn Not to Burn"

NETC West Task Force

NETC Recreation Association

Emergency Management Computer Aided Instruction (EMCAT) Project

Teleconference, coordination of campus and FEMA meetings

NETC Long-Term Evaluation Committee (with Office of Programs & Academics)

National Wildfire Coordinating Group

USFA "Sesame Street - CTW Project"

FEMA National Defense Executive Reserve Program

Chemical Manufacturer's Association/Association of American Railroads (workgroup recommended terms for personnel protective clothing)

DOT Committee for Revision of the Emergency Response Guide

Chemical Manufacturer's Association's First Responder Trainer Coordinating Work Group Meeting

EMI Terrorism Committee

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ATTACHMENT D

RESIDENT PROGRAMS DIVISION
FY 85 CLASS DONATIONS

CLASS	DATE	DONATED TO	AMOUNT
Chemistry of Hazardous Materials	5/85	Baltimore Regional Burn Center	$145
Chemistry of Hazardous Materials & Hazardous Materials Tactical Considerations	9/85	Baltimore Regional Burn Center	$350
Chemistry of Hazardous Materials	8/85	Children's Hospital Washington, DC	Unknown
Chemistry of Hazardous Materials	3/85	Baltimore Regional Burn Center	$125
Hazardous Materials Tactical Considerations	6/85	St. Jude's Children's Hospital Memphis, TN	$130
Hazardous Materials Tactical Considerations	10/84	St. Jude's Children's Hospital Memphis, TN	$125
Hazardous Materials Tactical Considerations	3/85	St. Jude's Children's Hospital Memphis, TN	$100
Hazardous Substance Specialist	10/84	St. Jude's Children's Hospital Memphis, TN	$125
Hazardous Substance Specialist	2/85	Baltimore Regional Burn Center	$225
Fire Arson Investigation	6/3/85	Shriner Burn Center	$255
Fire Arson Investigation	6/17/85	Shriner Burn Center	$260
Fire Arson Investigation	7/85	Shriner Burn Center	$270
Fire Arson Investigation	9/85	Shriner Burn Center	$215
Fire Prevention Specialist II	6/85	Shriner Burn Center	$120
Fire Prevention Specialist I	8/85	Shriner Burn Center	Unknown

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ATTACHMENT E

NATIONAL FIRE ACADEMY
RESIDENT PROGRAMS DIVISION
FY 85 PROGRAM DELIVERY

	No. Deliveries	No.of Students				No. of Student	
		Career	Vol	Other	Total	Days	Hours
On-Campus:	157	3,630	150	63	3,843	46,312	277,876
Off-Campus:							
Hazardous Materials (NT)	1	29	-	-	29	290	2,320
Organizatonal Analysis/Renewal	3	60	-	40	100	700	4,500
Fire Exec. Fellowship	1	5	-	-	5	75	1,080
Teleconference	1	N/A	N/A	N/A	45,000	22,500	135,000
Workshops	23	N/A	N/A	N/A	2,800	8,945	53,675
Sub-Total	29	94	-	40	47,934	32,510	196,605
TOTAL	186	3,719	150	103	51,777	78,822	474,481

NATIONAL FIRE ACADEMY
FIELD PROGRAMS DIVISION

FY85 SIGNIFICANT ACCOMPLISHMENTS

The Field Programs Division was responsible for coordinating 1600 individual off-campus offerings and 59 on-campus offerings of 38 different programs for 44,097 participants, generating 765,146 student hours of activity (Appendix).

1. COURSE DELIVERY

o NFA Direct Delivery

Three hundred forty (340) National Fire Academy (NFA) direct course deliveries, including 282 deliveries to every State, plus the District of Columbia (off-campus) and 14 Weekend Educational Opportunities (WEO), 32 State sponsored weekends and 12 Train-the-Trainer workshops (on-campus).

Ten thousand eight hundred ninety-nine (10,899) students, of which 7,128 or 65 percent were career personnel, 3,356 or 31 percent were volunteer, and 415 or 4 percent were allied professionals.

Total of 181,502 student hours of activity.

The WEO program reached 652 students through 14 course deliveries--this represents a 22 percent increase in student activity over FY84.

The State Weekend program experienced a significant increase in activity as compared to FY84--33 percent increase in the number of course deliveries (32 vs. 24), 35 percent increase in the number of students (1,517 vs. 1,125) and a 38 percent increase in the number of State weekends (11 vs. 8)--New York, Kentucky and Michigan were the new States participating in the program this year. Michigan with 201 participants was the largest State weekend program conducted to date. Also, Michigan was the first State to fly in all its participants for the program.

Increase service to allied professionals--in cooperation with the American Institute of Architects, the Fire Safe Building Design course was revised and pilot tested in Boston, Massachusetts, Seattle, Washington, and Washington, D.C. Sixty-three (63) architects participated for a total of 1,008 student hours of activity.

Forty (40) direct course deliveries were made to metropolitan class fire departments, reaching 2,083 fire/rescue personnel for a total of 33,328 student hours of instruction.

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Service to Trust Territories--six one week course deliveries on the islands of Palau, Majuro, Ponape, Kosrae, Truk and Yap, 119 students participated in Basic Firefighting Skills and Crash Fire Rescue. Also, two one-week courses in Fire/Arson Detection and Public Fire Education Planning were delivered on the island of Palau; total student hours of instruction was 3,784.

- Train-the-Trainer

Course deliveries at the State and local (S&L) level, by S&L instructors, utilizing instructional packages which were developed, field tested and "handed off" by the NFA.

The Train-the-Trainer (TtT) Student Manual Support Program provided student manuals for local deliveries at no charge to participating organizations. Of the 180 eligible TtT organizations, 150 or 83 percent have elected to receive this support. All other costs associated with the local deliveries are covered by the local training organization.

One thousand and fifty nine (1,059) deliveries.

Twenty seven thousand nine hundred seventy-six (27,976) students of which 17,065 or 61 percent were career personnel and 10,911 or 39 percent were volunteer.

Total of 447,616 student hours of instruction.

- Special Programs

Courses developed and delivered by contractor personnel--monitored and coordinated by NFA personnel.

One hundred forty-eight (148) courses delivered to 4,440 fire and allied personnel at the S&L level.

Total of 114,132 student hours of activity.

The majority of these special programs/course deliveries, support the juvenile firesetting counseling and community fire prevention initiatives of the U. S. Fire Administration (USFA).

Enrollment in the Open Learning Fire Service Program (OLFSP) was 2,161. This is a 34 percent increase over FY84. The number of offerings of the 12 core courses by the 8 participating institutions almost doubled from 63 in FY84 to 121 in FY85.

- Conference Coordination

Two national conferences were conducted and coordinated by the Division in FY84: The "Partnerships Against Fire" conference and the "Training Resource and Data Exchange" (TRADE) conference.

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"Partnerships Against Fire," the 1985 fire prevention and control conference, was attended by 603 participants from across the Nation. This year's program featured several important new developments. A special effort was made to reach out to include a broad range of public and private sector organizations and individuals to join with the fire protection community in addressing critical fire safety issues. The Agency's multi-hazard public safety education activities were also featured during the conference. The conference also reinforced the Agency's initiatives in residential fire safety and comprehensive community based fire prevention programming.

"Training Resource and Data Exchange" conference, the NFA, in the spirit of the Federal Fire Prevention and Control Act of 1974, strives to build the linkage with S&L fire service agencies through efforts "to encourage new programs and to strengthen existing programs of education and training. . ." A major step toward this goal was reached at the historic TRADE conference conducted on November 14-17, 1984. In attendance, for the first time in the history of the fire and rescue services, were representatives of 49 State fire service training systems and 124 of the Nation's largest fire departments whose organizations are eligible to participate in the NFA Train-the-Trainer program. The 49 State fire training systems, the largest fire departments in each State, and those metropolitan fire departments protecting populations greater than 200,000 or having 400 or more uniformed personnel are the eligible agencies.

The objectives of TRADE are to establish regional TRADE networks whose purpose is to:

- o identify fire and rescue training needs within the region;
- o identify exemplary training programs within the regions, and to reproduce and exchange same; and
- o provide an annual assessment of fire training resource needs within the region together with recommendations as to how the Academy can better support S&L fire training systems.

II. TRAIN-THE-TRAINER

o The Fourth Annual Train-the-Trainer Program was conducted:

(a) Two Fire Service Supervision instructional packages were "handed off:"

Fire Service Supervision: Increasing Personal Effectiveness
Fire Service Supervision: Increasing Team Effectiveness

(b) 161 senior fire service instructors participated, representing:

47 State Fire Training Systems
107 Metropolitan Fire Departments
4 Military Services
3 Trust Territories

- Voluntarily reported to the NFA were 1,059 course deliveries at the local level by local instructors utilizing educational packages previously handed-off through TtT--over 27,900 fire and rescue personnel participated in these training opportunities during FY85.

- Voluntarily reported to the NFA since the inception of the TtT program in the fourth quarter of FY82, there had been over 2,100 course deliveries at the local level to over 55,000 fire and rescue personnel. The local deliveries are at no cost to the Academy, other than the student manuals provided under the TtT Student Manual Support Program.

- Over 100,000 student manuals were printed and shipped to TtT participating fire training agencies at the local level. This quantity is to support anticipated FY86 local TtT course deliveries. This is a part of the NFA Master Plan; where the TtT courses are to eventually become prerequisites for attendance at selected on-campus resident courses.

III. DISTRIBUTION SYSTEM FOR ACADEMY TRAINING PACKAGES

- All NFA packages that are "handed off" to the S&L level through the NFA's TtT program are also made available through the National AudioVisual Center (NAC) for purchase by the fire service and allied professions.

- The NAC is the central information and distribution source for training and educational material produced by or for the United States Government. An interagency agreement was negotiated with NAC to reproduce and distribute NFA "hand off" training courses. Over 1,800 NFA instructional packages, and over 6,900 student manuals have been purchased through NAC.

- To date, ten Academy TtT instructional course packages are available through NAC:

  Conducting Basic Fire Prevention Inspections
  Fire/Arson Detection
  Fire Service Supervision: Increasing Personal Effectiveness
  Fire Service Supervision: Increasing Team Effectiveness

Hazardous Materials: Incident Analysis
Hazardous Materials: The Pesticide Challenge
Instructional Techniques for Company Officers
Public Fire Education Planning
Recognizing and Identifying Hazardous Materials
Volunteer Fire Service Management

- In addition to the TtT "hand off" packages, Fire Fighter I developed by a consortium of State fire training systems, under the guidance of the NFA, have been made available through NAC.

IV. CONTRACTOR DEVELOPED/CONTRACTOR DELIVERED COURSES

- In cooperation with the U. S. Fire Administration (USFA), delivered 15 Juvenile Firesetter Counseling Workshops in 11 States to 603 fire service and allied professionals. The cumulative total of the Juvenile Firesetter Counseling Workshops conducted since 1980, is 217 in 45 States with 14,465 participants. As a direct result of these workshops, 267 Juvenile Firesetter Counseling Programs are active at the local level.

- In support of the USFA's Community Fire Prevention Program, delivered 11 one day workshops on "Evaluating Community Fire Prevention and Education Programs." These workshops are delivered in the 10 participating States to 239 students.

- Continued to support the conduct of the "Learn Not to Burn" elementary school fire safety curriculum workshops in cooperation with the National Fire Protection Association. Forty-three (43) workshops were conducted with over 1,400 participants. In late FY85, workshops on the "Fire Safety for the Rest of Your Life" high school fire safety curriculum were added to this project with deliveries scheduled for FY86.

- Improved and upgraded the relationship and quality of effort in the "Open Learning for the Fire Service Program." A total of 2,161 enrollment in the 12 course curriculum offered by eight colleges was reported. This is a 34 percent increase in enrollment over FY84. A grand total of 7,478 enrollments has been received since the program began in 1979. Approximately 1,600 individuals are actively pursuing a baccalaureate degree and 128 have been awarded degrees as a result of participation in the program.

V. COURSE DEVELOPMENT

- The course development or Instructional Programs and Materials function was reorganized during FY85. Two course developers were assigned to manage the course development efforts for FPD. This reorganization

provided for much closer coordination of development within the Divisions, and resulted in a noteable increase in productivity for Field (the loss of editorial support and one-half of the Field development staff mid-year notwithstanding). Fifteen new editions of courses (including 4 new programs) were completed by Field in FY85, as opposed to 8 new editions of courses (including 3 new programs) completed for Field in FY84.

- A qualitative improvement in course development this year stemming from the continued refinement of the Academy development process was demonstrated by the high student evaluations received at the pilot offerings of the four new courses released this year. A Fire Safe Building Design (FSBD) workshop was piloted in cooperation with the American Institute of Architects in Washington, D.C., this year, and received unanimously enthusiastic reviews. The three new company officer courses: Initial Company Tactical Operations (ICTO), Multiple Company Tactical Operations (MCTO), and Firefighter Safety and Survival: Company Officers (FFSS) each had very successful reviews at the completion of their series of pilot-tests.

- The Academy received formal accreditation this year from the American Council on Education (ACE) of one credit hour for three Field courses: Emergency Medical Services Administration, Community Fire Defenses, and Fire Risk Analysis. The uniformly positive comments received from ACE about the Field course materials, and the unqualified endorsement of these courses as college level material, have set a precedent which promises important opportunities for growth in the national impact and application of the Academy Field Programs curriculum.

- State Fire Training agencies formally recognize quality of NFA field courses--22 State systems have adopted various field courses for State level fire/rescue certification programs.

- The Academy's on-going efforts in support of firefighter safety, fire prevention and emergency management issues were continued with development, revision, and release of 15 Field Programs Division course editions. These efforts included the selection, procurement and management of program and development teams, pilot testing and field testing materials, and tracking text and media production.

Phase 5 - TtT hand-off preparation:

Hazardous Materials: Incident Analysis (FY84 TtT)
Hazardous Materials: The Pesticide Challenge (FY84 TtT)

Recognizing and Identifying Hazardous Materials (FY84 TtT)
Fire Service Supervision: Increasing Personal Effectiveness (FY85 TtT)
Fire Service Supervision: Increasing Team Effectiveness (FY85 TtT)

Phase 4 - Courses revised and new editions released for field testing:

Building Construction for Fire Suppression Forces: Principles, Wood, and Ordinary Construction
Building Construction for Fire Suppression Forces: Noncombustibles and Fire Resistive Construction
Preparing for Incident Command
Fire Apparatus Purchase and Maintenance
Juvenile Firesetter Counseling: Under 7
Juvenile Firesetter Counseling: 7-14

Phase 3 - New courses developed, pilot-tested, and revised:

Fire Safe Building Design
Firefighter Safety and Survival: Company Officers
Initial Company Tactical Operations
Multiple Compnay Tactical Operations

VI. PROGRAM SUPPORT

- Seventy three (73) development contracts (excluding editorial support) were utilized for the development and revision of FPD courses for a total cost of $152,450.

- Accepted delivery of the 1984 Directory of Metropolitan Fire Department Training Systems, a companion to the Directory of State Fire Training Systems. These directives serve as a resource tool to identify training and educational materials for local and State training agencies and are also a source document for on going Academy course needs analysis.

- Negotiated and coordinated a cooperative agreement to update the 1983 Directory of State Fire Training Systems with the National Association of State Directors of Fire Training and Education.

- Negotiated and maintained an Academy Planning and Assistance Program (APAP) grant to the State of Montana for the development of a comprehensive statewide fire education and training plan for Montana.

- Successfully completed the transition from NETC reproduction support to FEMA Headquarters printing support for Field course student manuals. Approximately 95 percent of the total requirement (12,000) was handled by FEMA's Printing and Publications Division.

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- Provided staff to Programs and Academics for long-term evaluation of six Academy field courses, i.e.:

  Community Fire Defenses: Challenges and Solutions
  Fire Risk Analysis: A Systems Approach
  Fire Service Supervision: Increasing Personal Effectiveness
  Fire Service Supervision: Increasing Team Effectiveness
  Hazardous Materials Incident Analysis
  Hazardous Materials: The Pesticide Challenge

- Initiated a project to reorganize/update and publish a 1986 edition of the NFA Adjunct Faculty Handbook.

- Prepared and distributed over 2,100 Program Notices to State and metropolitan fire protection agencies, adjuncts and special groups regarding NFA initiatives in course delivery, special services, public education, etc.

- Assisted in the preparation of FYB6 NFA course catalog.

- Three hundred sixty-three (363) adjunct faculty contractors were utilized for support of programs for a total of $196,969 or an average adjunct cost per course delivery of $543.

- Ten (10) regional grants were awarded in support of the regional TRADE network. Approximate amount of awards was $69,200, reference objective of regional TRADE networks on page 3.

- The New Mexico State Corporation Commissioner's Office has announced that the New Mexico State legislature has passed a resolution to build a $6,000,000 State Fire Academy in Socorro. It is expected that the Governor will sign the resolution into law very shortly. This action is the positive result of a study conducted by the State to determine the need for a State Fire Academy and was co-sponsored by FEMA. The State Corporation Commission raised $70,000 for the study and FEMA, NFA/FPD, under the Academy Planning and Assistance Program, provided a $70,000 matching grant.

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- Program Delivery vs. Staffing--in the past five years, the NFA Field Program activity has expanded dramatically from a base in FY81 of 13,054 student days to over 95,000 student days of activity in FY85. In this same period, the number of program deliveries has increased from 236 in FY81 to 1,549 in FY85. With the reorganization of the USFA, the NFA was delegated increased programmatic responsibilities. These program areas include the Annual National Public Fire Education and Prevention Program, the Public Education Assistance Program, nine contract/grant related programs designed to identify, package and deliver exemplary fire safety education materials at the regional, State and local level.

- This outreach activity has been accomplished with no increase in full-time permanent personnel since FY81. In fact, the overall Division staffing level has decreased by 18 percent or 3.0 positions, i.e., two clerical and one professional in FY85.

- Travel--in FY85, a total of seven trips were made by staff for out-of-State program review and thirty-five trips were made for local travel--aggregate cost of all divisional travel--$5,793.14.

J. Faherty Casey
Deputy Superintendent for
Field Programs Division

1/13/86

APPENDIX A

NATIONAL FIRE ACADEMY
FIELD PROGRAMS DIVISION
FY85 COURSE DELIVERY

STATISTICAL SUMMARY

	# of Deliv.	# of Students Career	# of Students Vol.	# of Students Other	Total # Students	# Student Days	# Student Hours
A. Off Campus	282	5,883	2,276	410	8,569	17,505	140,038
B. On Campus							
a. WEO's/Pil.	14	378	274	0	652	1,344	10,552
b. St. Wkend.	32	709	803	5	1,517	3,034	24,272
c. TtT	12	158	3	0	161	805	6,440
d. TRADE	1	N/A	N/A	N/A	179	627	5,012
Subtotal	59	1,245	1,080	5	2,509	5,810	46,276
C. Train-the Trainer	1,059	17,065	10,911	N/A	27,976	55,952	447,616
D. Contractor Developed and Delivered (off campus)							
a. Juvenile Firesetter	15	432	95	76	603	1,306	10,448
b. Eval Comm. Fire Prev. & Educ. Prog.	11	142	79	18	239	179	1,434
c. LNTB	43	N/A	N/A	N/A	1,437	625	5,005
d. OLFSP	79	N/A	N/A	N/A	2,161	12,156	97,245
Subtotal	148	574	174	94	4,440	14,266	114,132
E. Conferences							
Nat'l. Fire Safety Conf.	1	N/A	N/A	N/A	603	2,110	16,884
TOTAL	1,549	24,767	14,441	509	44,097	95,643	764,946

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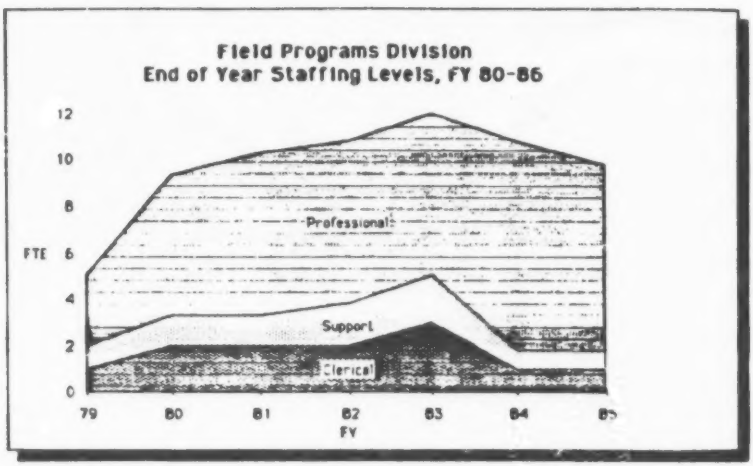
APPENDIX B

National Fire Academy/Field Programs



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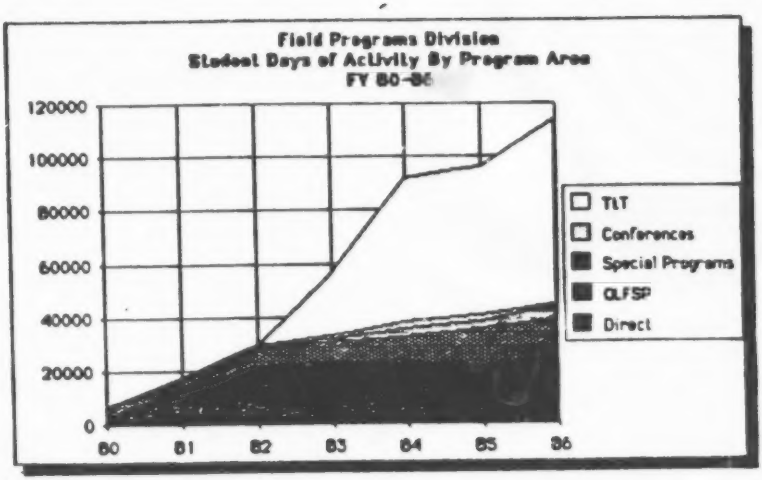
APPENDIX C

National Fire Academy/Field Programs



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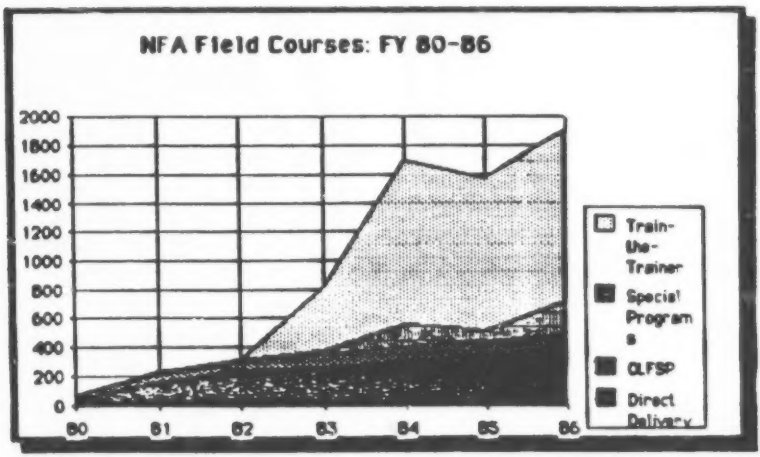
APPENDIX D

National Fire Academy/Field Programs



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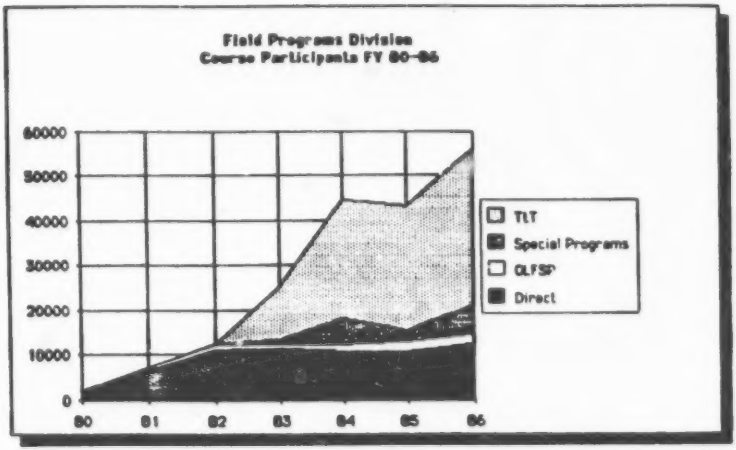
APPENDIX E

National Fire Academy/Field Programs



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Statements of National Significance to the Fire Problem in the United States

THE JOHNSON FOUNDATION • FEBRUARY, 1966 • RACINE, WISCONSIN

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Wingspread Conference on

FIRE SERVICE ADMINISTRATION, EDUCATION and RESEARCH

The Johnson Foundation
Racine, Wisconsin

Statements of National Significance to the Fire Problem in the United States

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1. Unprecedented demands are being imposed on the fire service by rapid social and technological change.
2. The public is complacent toward the rising trend of life and property loss by fire.
3. There is a serious lack of communication between the public and the fire service.
4. Behavior patterns of the public have a direct influence on the fire problem.
5. The insurance interest has exerted a strong influence on the organization of the fire service. This dominance seems to be waning. The fire service must provide the leadership in establishing realistic criteria for determining proper levels of fire protection.
6. Professional status begins with education.
7. The scope, degree and depth of the educational requirements for efficient functioning of the fire service must be examined.
8. Increased mobility at the executive level of the fire service will be important to the achievement of professional status.
9. The career development of the fire executive must be systematic and deliberate.
10. Governing bodies and municipal administrators generally do not recognize the need for executive development of the fire officer.
11. Fire service labor and management, municipal officers and administrators must join together if professionalism is to become a reality.
12. The traditional concept that fire protection is strictly a responsibility of local government must be re-examined.

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THE RESPONSIBILITY FOR WINGSPREAD CONFERENCE STATEMENTS OF NATIONAL SIGNIFICANCE TO THE FIRE PROBLEM

This statement has been approved for publication as a statement of the Ad Hoc Committee which gathered at Wingspread and its drafting subcommittee. The individuals who are responsible for this statement are listed on the opposite page. Institutions and associations are included for identification only; the institutions and associations do not share in the responsibility borne by the individuals.

It was mutually agreed by all conference participants that discussions be thoroughly objective in character and that the approach in each subject area be from the standpoint of the general welfare and not from that of any special political association or economic group. The integrity and dedication to a common purpose that prevailed throughout is a gratifying testament to the ability of the fire chief and the educator to enhance their contributions to society.

The statements, discussions and suggestions presented herein are not necessarily endorsed by the Johnson Foundation, their staff or advisers who were most helpful in handling all the conference requirements both efficiently and graciously.

This Ad Hoc Committee offers these statements of national significance as an aid to clearer understanding of the fire problem and of the steps to be taken in achieving the objectives of bringing the national fire problem into sharp focus. The committee is not attempting to pass on any specific pending legislative proposals, programs or methods. Its purpose is to urge careful consideration of the objectives set forth in the statements and of the best means of accomplishing those objectives through administration, education and research.

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FOREWORD

The direct material fire losses in the United States have continued to rise each year. Available records indicate that in 1965 this loss exceeded 1.8 billion dollars.

The life loss from fire has annually exceeded 12,000 men, women and children for the past several years.

Losses of this magnitude would indicate, then, that unfriendly fire is a major social and economic problem.

Basically, the suppression effort is organized and financed as a local government function. The guarding of local government prerogatives makes it extremely difficult to bring into being any organized method for general improvement in any large segment of the fire service. The fire service as a whole lacks uniform standards of performance, educational achievement or skill. Many individual fire departments have made progress in technology, tactics and strategy, administration and organization; however, this progress has been largely dependent on the caliber of leadership of individual fire chiefs, and there is no assurance that this progress will continue or the standards be maintained when there is a change of leadership in a given fire department.

Often this struggle for progress is made under adverse conditions. The economic base of the community may place such heavy demands on the service dollars available for all local government functions that the financing of the fire function simply cannot be afforded at local level.

Management systems enhancing the coordination of the fire function above local level must be considered. Without this coordination at a national or state level, it is difficult to maintain open lines of communication within the service itself so that improved methods, techniques, and the systematic exchange of information and ideas can be facilitated.

This deficiency in the service as a whole has been pointed out in the study made by the Office of Civil Defense titled "National Fire Coordination Study, Phase I Report, 1965."

Hence, we seem to have in the fire service thousands of individual fire department organizations, each trying to cope with the fire problem, uncertain of its responsibility, its jurisdiction and its level of competency to cope with the day-to-day problems that are related to the total fire picture.

This has been recognized by many individuals and many educational institutions and service associations. Some of the individuals who recognized the need for a comprehensive study in the area of fire service administration, education and research formed this Ad Hoc Committee as a first hopeful step in trying to isolate and define some of the major problems, so that additional research and study could be given to problems with a high priority. This committee is especially grateful to the Johnson Foundation for its interest in supporting this study of the fire problem and its relationship to the socio-economic-political community. It is hoped that once these problems are more clearly defined and understood, foundations, government agencies and educational institutions will bring their resources to bear on the issue.

1. *UNPRECEDENTED DEMANDS ARE BEING IMPOSED ON THE FIRE SERVICE BY RAPID SOCIAL AND TECHNOLOGICAL CHANGE.*

The scale of business and government operations today, the complexity of modern technology and organization, and the swift increase in new knowledge, the population explosion, rapid growth of urban communities, need for efficiency and economy on the part of the commercial and industrial community to compete in our private enterprise system, particularly under the pressure of imports of our foreign trade commitments, require that fire executives and administrators be better educated than their predecessors and better prepared to understand and facilitate change.

The mobility of individuals and whole segments of our society brings about societal change and behavioral patterns which pose tremendous problems for the fire service.

The erection of high-rise structures, large undivided commercial and industrial buildings and solid-wall structures in outlying areas, brings to many small, undermanned and ill-equipped fire departments problems of a magnitude never before faced.

The deterioration of central business sections and the transition of older residential areas help to create slums. Certain ethnic groups are affected by environmental change in a way which compounds the fire problems.

Technological changes in manufacturing processes, science, use of chemistry, nuclear energy, etc., are confronting fire departments with problems far greater than they can handle.

This societal and technological change should be thoroughly researched to determine causes and possible relationship to fire service planning needs.

2. *THE PUBLIC IS COMPLACENT TOWARD THE RISING TREND OF LIFE AND PROPERTY LOSS BY FIRE.*

What are acceptable limits? Certainly we have reached the limit insofar as crime is concerned, and it would appear that we are rapidly approaching the limit for traffic deaths.

Society in general in the United States seems to establish tolerable fire loss limits which we are willing to accept. Many fire officials felt that a one billion dollar loss was the maximum. Now we are approaching two billion dollars with apparent apathy. The United States leads the world in number of fires, fire deaths and property loss.

Acceptable loss limits are attributable in part to public attitude. For example, the person who has a fire in the United States is approximately described by Wainwright: 1

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1 Wainwright, L. *The View From Here,* Life Magazine, Vol. 60, No. 6, Feb. 11, 1966.

> *In the next two days, numb with shock and relief, protected by the fast sympathy and affection of friends and neighbors, we did not think too much about the loss. A friend's sweater fit almost as well as my own, and my younger daughter's bicycle and menagerie of stuffed animals were magically replaced. The fact of insurance coverage insulated us still further.*

This is in contrast to the attitude in other parts of the world toward the individual who has a fire. For example, in some European countries it is against the law to have a fire. In some countries when a person has a fire, he is placed in jail and is guilty until proven innocent.

Industrial concerns have found, many times, that when a new process is developed, it is more economical to build a new building to house the new process than to modify an existing building to accommodate the new process for production efficiency. Therefore, this gives rise to a situation in which buildings are built for a single use and for a single generation rather than for long-term use.

Our system of fire protection and our insurance coverage are definite factors in this complacent attitude. The attitudes of "Why worry, I'm insured" or "The fire department will take care of it" are quite common.

The impact of these attitudes should be studied to determine cause and effect on the total fire loss problem.

3. *THERE IS A SERIOUS LACK OF COMMUNICATION BETWEEN THE PUBLIC AND THE FIRE SERVICE*

The individual citizen's understanding of what constitutes fire protection seems to be very limited. This lack of understanding is also shared by those persons primarily responsible for protecting the public welfare, the elected and appointed governmental administrators.

When changing geographic locations, the average person, business or industry researches the availability of community services such as education, recreation, health and welfare, but seldom evaluates the fire protection function, assuming "it is there"!

The fire service itself seems to be hesitant to go much farther in explaining its function than to indicate "We save life and property." A thorough analysis of the men, money and material which go into the achievement of such a noble goal needs to be carefully analyzed by the fire service, and ways and means devised to communicate the objectives of the service for the protection of life and property in the community.

Most citizens judge the fire service by one or two contacts they have had with individual members of the service. If this contact has

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been positive, the image of the service is positive to that individual. If the contact has been negative, the picture of the entire service is negative.

A continuing public relations program designed to project the desired image needs to be devised and implemented to improve the picture of the fire service.

4. *BEHAVIOR PATTERNS OF THE PUBLIC HAVE A DIRECT INFLUENCE ON THE FIRE PROBLEM.*

Fire frequency has been directly related to human activity. This is reflected in timetables as to when the highest frequency rate occurs during each 24-hour period.

There are many striking examples throughout the United States of times when people knew that protection was not available to them for reasons such as isolation by flood, snowstorm, ice conditions, etc., and the frequency rate has been practically nil. This seems to be related to the fact that if the public is aware that a service does exist, there are psychological reasons why they become careless in relation to fire problems because they seem to feel that they have the backstop of the service to fall back on.

This is also related to the social problem when segments of our society are moved out of their environment and moved into another environment much more susceptible to problems related to fire.

Frequency rate does not seem to be related to type of construction used in this country. Tokyo, which has long been referred to as a paper city, does not have the frequency rate we have. Other examples: In Cairo, Egypt, the incidence of fire was 3,200 in 1965 and in Chicago, 85,000. The population of the two is approximately the same.

Possibly some research is indicated to determine if the loss in groups which have small material possessions, but have no insurance, is very different from the groups which are financially secure and protected by insurance.

5. *THE INSURANCE INTEREST HAS EXERTED A STRONG INFLUENCE ON THE ORGANIZATION OF THE FIRE SERVICE. THIS DOMINANCE SEEMS TO BE WANING. THE FIRE SERVICE MUST PROVIDE THE LEADERSHIP IN ESTABLISHING REALISTIC CRITERIA FOR DETERMINING PROPER LEVELS OF FIRE PROTECTION.*

The original concept of organizing public fire protection in this country was to minimize the conflagration hazard. This was originally initiated by the Mutual Assistance concept where all would share in any individual's loss. As a result of this, the criteria for determining

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the required levels of fire protection have seemed to be in the direction of establishing fire protection levels to meet insurance requirements.

As a result of many factors such as municipal planning, building construction codes, advanced technology, etc., the same type of conflagration hazard does not exist in cities of the United States today that existed, for example, at the turn of the century.

It can be stated that insurance industry interests have, in fact, solicited the assistance and cooperation of fire officials in the establishment of criteria and standards through the process of committees, associations, etc. However, due to the limitations placed on fire officials by local fiscal problems, the fire official, many times, has not been a member of a committee which formulates these criteria and standards for determining the level for fire protection.

Municipal officials look to their fire officials for this type of technical guidance. The fire official then often finds himself in the peculiar position of trying to apply standards and criteria which he may not understand and which have been virtually handed to him by insurance and industry-oriented interests. This has led many fire officials to use as justification for their request at local level, the statement "This is what the Rating Bureau or the National Board of Fire Underwriters (American Insurance Association) requires."

This has led municipal administrators and governing bodies who are hardpressed to spread the available service dollars over the entire area of municipal services to seriously question the fire official for further justification of his requests for large expenditures of tax dollars.

There is no medium existing in the United States today through which fire officials can take a realistic look at the problems related to determining adequate fire protection requirements.

Since fire protection in this country has been limited to local government jurisdiction, this also inhibits uniformity of fire protection levels as far as equipment and manpower are concerned, as well as forming blocks on determining knowledge and skill levels of individual members of the fire service.

Many times the efficiency level of an individual fire department is entirely dependent upon the leadership and the progressive abilities of the individual fire chief, and there is no assurance that this level of efficiency will be continued by his successor when he retires or leaves the position of fire chief.

If the fire problem is a social problem, then there is a need for new channels of communication opened from the national level to the state level, to the county level, and to the local level. This vehicle or channel of communication does not now exist in the fire service in the United States. Therefore, the efficiency level of personnel, the equipment, codes and all items related to control and suppression activities are left pretty much in the hands of the local community.

There has been considerable evidence in recent years of a gradual withdrawal of ancillary services by the fire insurance industry; so

much so, that the operational fire service would do well to prepare now for complete cessation of these activities.

The insurance companies are businesses. Their primary obligation is to conduct their business in a manner that is satisfactory to their policyholders and profitable to their stockholders. They are not obligated to improve municipal fire protection. This is a public responsibility, through government. Public officials must recognize that adequate protection of lives and property is their obligation.

The operational fire service must have the maturity, professional approach and capability to establish its own standards and to keep them current. Public officials must become willing to accept criteria that are realistic and based on life and property protection without depending upon insurance rates as the primary guide.

This whole area of evaluating today's fire protection requirements needs to be studied in light of the many changes that are taking place in our whole way of life in the United States.

6. *PROFESSIONAL STATUS BEGINS WITH EDUCATION. THE GORDON-HOWELL REPORT SUGGESTS FOUR CRITERIA FOR DEFINING A "PROFESSION"*[2].

1. A profession should rest on a systematic body of knowledge of substantial intellectual content and on the development of personal skill in the application of this knowledge to specific cases.
2. It must set up standards of professional conduct which take precedence over the goal of personal gain.
3. It should have an association of members, among whose functions are the enforcement of standards, and the advancement and dissemination of knowledge.
4. It should prescribe ways—controlled in some degree by the members of the professional association—of entering the profession by meeting certain minimum standards of training and competence.

A systematic and deliberate educational program leading to a broad knowledge base which is acceptable to the academic community is the surest approach to professionalization.

It is unrealistic to assume that every member of a fire department has a formal education (college degree).

Therefore, levels need to be established within the profession.

The following charts suggest a method of determining what these levels might be and the source of education and training to meet the desired need.

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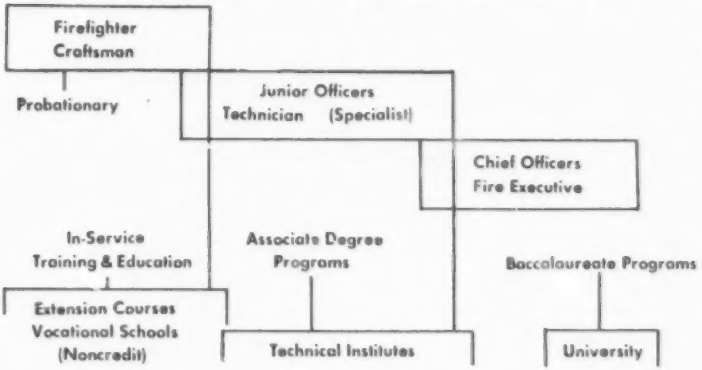
2 SILK, Leonard S. *The Education of Businessmen*, Committee for Economic Development No. 11, p. 9, New York. 1960.

A MEANS OF ACHIEVING PROFESSIONAL EDUCATION



Formal education achievement should help a person acquire a considered sense of values that will give direction, meaning and integrity to his life and his work. He will need certain basic abilities and skills that are widely transferable and needed in nearly every walk of life, including:

- Mastery of the scientific method—that is, the process of objectively seeing and solving problems.
- An understanding of human relations.
- Skill at communicating—in speech and writing.
- An ability to organize limited resources to achieve set goals and objectives.
- An ability to concentrate and apply himself wholeheartedly to the job at hand until it is completed.
- An open and flexible mind that, nevertheless, has a foundation of fundamental convictions and principles.
- An ability to keep on learning on and off the job.

A fire executive is likely to achieve more if he also finds zest, satisfaction and sense of fulfillment in the exercise of his abilities.

7. *THE SCOPE, DEGREE AND DEPTH OF THE EDUCATIONAL REQUIREMENTS FOR EFFICIENT FUNCTIONING OF THE FIRE SERVICE MUST BE EXAMINED.*

Many individual fire departments do have specific educational and skill requirements which must be met by existing fire service personnel.

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Virtually all crafts, vocations, technical areas and professions have established minimum in-service training requirements. Specific educational requirements are achieved or internships completed before they are allowed to practice in their field.

Today, craftmen serve as apprentices, being required to have approximately 8,000 shop hours and 760 related hours before they can become journeymen. The technician occupational fields have seen a rapidly expanding technical institute program, leading to the associate degree. These graduates are the highly skilled technicians who complement many of the professional activities.

Each of the true professions has very rigid educational criteria to be met before one can enter the profession. 3

Although efforts are being made in the fire service in several sections of the country to follow such guidelines, at present no uniform criterion is established for the individual or the service as a whole to determine the degree of competency expected of the fire service.

To date, we have approached this problem from one extreme of minimal education, to the other end of the continuum requiring a college degree. An investigation must be made to determine what the educational needs are at various organizational levels.

This whole area needs to be thoroughly studied to arrive at acceptable knowledge and skill requirements to be met by fire service people to achieve the craftsman level, the technician or specialist level and the executive level.

8. *INCREASED MOBILITY AT THE EXECUTIVE LEVEL OF THE FIRE SERVICE WILL BE IMPORTANT TO THE ACHIEVEMENT OF PROFESSIONAL STATUS.*

Mobility is present within virtually all fields of endeavor. In the fire service, many restrictions have been established which limit mobility. Some of these archaic restrictions are individual state pension programs and individual residential requirements. Others have been devised by local and state groups which limit mobility in any level in the fire service.

If uniform knowledge and skill criteria were established on a nationwide basis, there should be no reason why mobility at the various levels in the fire service could not be facilitated.

Professionalism and mobility go together. The parochial attitude that all advancement must come from within the department stifles many competent persons and precipitates incompetency. In many respects the service may be admitting that educational standards for

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3SILK, Leonard *S. The Education of Businessmen*, Committee for Economic Development, No. 11, p. 9, New York. 1960.

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fire officers are lacking and implying that service with a particular department is the only way to career advancement.

Some states have achieved a degree of mobility for executive and specialist levels in the fire service. However, a comprehensive study needs to be made to determine specific ways in which increased mobility can be attained within the fire service.

9. *THE CAREER DEVELOPMENT OF THE FIRE EXECUTIVE MUST BE SYSTEMATIC AND DELIBERATE.*

As in any other professional field or quasi-professional field, the requirements for the fire executive must be identified. Once this is accomplished, ways and means of individuals to meet the needs and requirements should be established.

This gives rise to the thought of direct entry into the executive level of the fire service as well as coming up through the ranks of the service. Traditionally, in the fire service in this country, we have promoted men into higher ranks or higher levels and then attempted to train and educate the individual to meet requirements of the level to which he has been promoted. This is contrary to the practice in virtually all other professions and technical areas.

The hit-or-miss approach which assumes that *x* number of years experience is the criterion for advancement *cannot* meet the needs of today, much less tomorrow. Some ways must be found to identify those individuals with potential and develop them for future responsibility, providing a comprehensive program of career development.

Once a systematic and deliberate course of action is established for development of the fire executive, programs need to be established in educational institutions for in-service training of executives as well as those who are interested in entering the field of fire service management to acquire a wide frame of reference.

10. *GOVERNING BODIES AND MUNICIPAL ADMINISTRATORS GENERALLY DO NOT RECOGNIZE THE NEED FOR EXECUTIVE DEVELOPMENT OF THE FIRE OFFICER.*

The fiscally hard-pressed governing bodies and municipal administrators find it difficult to justify sending their fire executives to educational courses for long periods of time. This, it is felt, is partly due to recognition of the fact that there are no specific achievement levels established in many of these courses and activities. It is felt that if various achievement levels or acceptable ends could be shown to governing bodies and municipal administrators, these groups would be more receptive to allowing fire executives to participate.

The full scope and extent of the fire problem often is not understood by governing bodies and municipal administrators because membership in governing bodies is generally transitory. The office holder generally is not in the same office for a long enough period of time for him to understand the full depth and scope of fire service organization, operation, etc. Therefore, he must rely primarily upon his fire executives to justify their participation in educational and improvement activities. The fire executive then finds himself in a position without standards, without specific acceptable development programs, hard pressed to justify to governing bodies and municipal administrators why his fire service people need to participate in extended educational activities.

Executive development programs will not be possible until the people responsible for policy and decisions recognize, pay for and support the development process. Increasing economic and sociological problems justify the immediate need for more competent executive fire service officers.

Lawrence A. Appley, president of the American Management Association, made the following statement during an interview for the New York Times:

"We are entering the worst leadership crisis this country has ever seen in all spheres.

"The fantastic growth of our economy and the needs of our rapidly expanding population, mean that in 25 years management jobs will have quadrupled.

"The depression years deprived many executives now in their 50's from getting proper training and the heavy casualties of World War II drastically cut off a large pool of potential managers.

"If you want someone to perform a task for you, you must place into his mind a clear image of what you want him to do. We must develop people so they will use their potential in full, whether in character, personality or productivity.

"An organization should be run as a football team where everybody knows what he is supposed to do. As for the coach, leadership requires followship but you cannot order it; you must win it."[4]

11. *FIRE SERVICE LABOR AND MANAGEMENT, MUNICIPAL OFFICERS AND ADMINISTRATORS MUST JOIN TOGETHER IF PROFESSIONALISM IS TO BECOME A REALITY.*

If professionalization within the fire service is to be achieved, then professionalization must be made a common goal toward which all fire service organizations, municipal officers associations and professional management associations can work.

---

[4] New York Times, Sunday, Feb. 27, 1966.

All must recognize that professional status begins with education. There is growing evidence of the emergence of a systematic body of a knowledge which can be applied to fire science and administration.

Without this close cooperation and coordination in the development of such a body of knowledge, acceptance of the fire service as a profession will be slow and difficult.

If professionalization is to be achieved, studies need to be made as to ways and means for coordination, and communication channels need to be devised and kept open, so that all organizations which have an interest in the fire problem can work toward a common goal of professionalization of the fire service.

12. *THE TRADITIONAL CONCEPT THAT FIRE PROTECTION IS STRICTLY A RESPONSIBILITY OF LOCAL GOVERNMENT MUST BE RE-EXAMINED.*

A principle of fire protection which many fire departments and governmental jurisdictions have had to learn the hard way is stated as follows:

"It is economically unfeasible for any single governmental jurisdiction to equip and man itself with sufficient forces to cope with the maximum situation with which it may be faced." The lack of understanding of this principle has caused many communities to be caught short of fire suppression resources. As a result, catastrophes have not been minimized as fully as possible.

Many local governmental jurisdictions find themselves, in too many cases, too small to be large and too large to be small. As a result, individual communities cannot do some of the things which can be done if the economic base for the service involved is enlarged.

In many governmental service areas, we have seen the expansion of or consolidation of jurisdictions. Good examples of this are school consolidations, sanitary sewer consolidations, water distribution over intra-jurisdictional areas, central purchasing, police protection and, in some instances, fire protection.

Examples of this type of broadening of the economic base to provide adequate fire protection services are found in England. Prior to World War II, there were approximately 15,000 independent fire jurisdictions. During World War II, because of conditions which made it necessary, the fire service was nationalized and became a fourth arm of national defense upon which survival was greatly dependent.

In the denationalization of the British Fire Service in the late 40's, they did not return to 15,000 independent fire jurisdictions, but rather went back to approximately 150 fire jurisdictions. It has been commonly agreed by many fire officials that this method has improved the services and efficiency of the fire service in this situation.

Taking one state as a typical example, the state of Iowa has 940 organized fire jurisdictions. There are 99 counties in the state,

with a total area of 52,290 square miles and a total population of 2,822,000.

By contrast, England has 50,874 square miles with a population of 42,000,000 and now has approximately 150 fire jurisdictions.

Many of these individual fire jurisdictions find themselves unable to cope with the financial burden of providing fire protection as a service. The economic stresses and strains become very pronounced as increased demands for other governmental services occur.

We have seen the trend in certain sections of the country, of the metropolitan concept of merging a city with several of its satellite communities.

A thorough cost analysis study needs to be made to determine if fire protection, as a responsibility of local government, is economically feasible.

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REPORT ON 1980 PROPERTY LOSS COMPARISON FIRES

published by

Ad Hoc Insurance Committee on Residential Sprinklers

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November, 1980

ACKNOWLEDGEMENTS

It is appropriate to mention that the sprinklered, non-sprinklered comparison fires would not have been possible except for the willingness of the U.S. Fire Administration to extend operation of the L.A. test site. Also the speed with which the property insurance trade associations made appointments to the ad hoc committee reflected their understanding of the unique opportunity to get information and the nearness of the date when both the test site and the USFA test team would be dismantled.

Damage estimating services for the project were supplied by Allstate Insurance Company, Firemen's Fund Insurance Company, GAB Business Services, Inc., GEICO, INA, the Insurance Services Office, the Kemper Group and State Farm Insurance Company.

It should also be acknowledged that the Allstate Foundation made a $10,000 grant to NFPA that enabled the test team to furnish the test site with clothing, appliances and other items that were not part of the originally planned sprinkler tests.

At the very start of the Los Angeles sprinkler tests, significant contributions were made by Grinnell Fire Protection Systems and the Copper Development Association (CDA). Grinnell contributed the engineering design work and CDA funded the materials and the installation of the test site sprinkler system designed by Grinnell.

The test site house and the adjacent headquarters building were made available, without charge, by the Los Angeles Airport Authority.

FOREWORD

This report has been prepared for use by insurance companies, insurance trade associations and related service industries in considering the impact of residential sprinklers on fire loss in dwelling properties. Had more time, funds and manpower been available, a greater number and variety of comparison tests would have been desireable. That the tests reported here did take place is an example of how federal and local governments and private industry can cooperatively take advantage of a unique, short-lived opportunity to develop beneficial information.

It is likely that the greatest benefit of residential sprinklers will be the lives saved and the injuries prevented. The focus of the ad hoc committee and this report, however, is on the single factor of property loss reduction.

This report is based on the matched-pairs of fires designed to meet the mission of the ad hoc committee. These fires were a small part of the test series. Those interested in the procedures, results and conclusions concerning the performance of residential sprinklers will want to obtain a copy of the report on the entire series.

BACKGROUND

During 1979 USFA sponsored over 60 tests to investigate the benefits of residential sprinklers. A key group advising USFA was the Residential and Light Hazard Sprinkler Subcommittee (13D) of the NFPA. It became a matter of concern that subcommittee discussions in two areas were vulnerable to serious misunderstanding:

1. the USFA estimate that residential property losses would be reduced 60 to 80 percent by sprinklers

2. the assumption that substantial insurance incentives would follow without question

Without speaking to the accuracy, or possible inaccuracy of the above items, 13D members were advised that public discussion of these items could lead to problems because:

a. there would inevitably be a media misunderstanding resulting in a statement about a 60 to 80 percent insurance saving

b. even those people aware of the multi-peril nature of a homeowners policy are not likely to know that the fire and lightning (F&L) portion of their policy may account for only 35 to 40 percent of the total homeowner premium

c. few people understand that claim expenses for a fire loss include smoke damage, water damage, additional living expenses, fixed claim expenses and a number of other items in addition to direct fire damage

Insurance companies prefer to develop rates based on experience with a large number of risks.

Lacking a large body of real world experience, a closely controlled set of comparison tests might give insurance companies something on which to base underwriting judgement regarding whether a discount was indicated. Such tests might also give some guidance on the size of any such discount.

FORMATION OF THE AD HOC COMMITTEE ON RESIDENTIAL SPRINKLERS

At the request of USFA, an ad hoc insurance committee was created to design, oversee and help conduct matched fire tests, with and without sprinklers. The committee was created with the assistance of the Alliance of American Insurers, the American Insurance Association and the National Association of Independent Insurers. Each trade association provided several committee members from their client companies and a member from their staff. Also, at their suggestion, members were added from the Insurance Services Office, Schirmer Engineering Corp., Tech Cor and GAB Business Services.

NEED FOR A NEW STANDARD

Since the existing NFPA standard on residential sprinklers (13D) was approved in 1975, no significant number of residential sprinkler installations has been made. It is the concensus of those concerned with the problem that the expense of meeting that standard was a major problem.

The sprinkler system installed at the L.A. test site meets a proposed new standard scheduled for consideration and approval at the NFPA November, 1980 Conference. Anyone wishing to review the 1975 13D or the proposed 1980 Standard may order a copy from:

National Fire Protection Association
470 Atlantic Avenue
Boston, MA 02210
617 + 482-8755

Since 1977, the Insurance Services Office (ISO) has had filings in many states providing a 5 (five) percent discount on a homeowner policy covering a dwelling with an approved and properly maintained sprinkler system that covers all areas of the insured structure. Their filings also allow a 2 (two) percent discount for a similar system that omits specified areas such as closets, attics and bathrooms.

There is considerable interest in the establishment of larger discounts, particularly as an incentive to sprinkler installation. While a significant discount would no doubt serve as an incentive, rate reductions need to be justified in terms of lowered risk. Before such a move can be reasonably considered, it is necessary that a standard exist for reference in filings.

AD HOC INSURANCE INDUSTRY COMMITTEE ON RESIDENTIAL SPRINKLERS

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MISSION OF THE AD HOC COMMITTEE

— to cooperate with the U.S. Fire Administration and its test team to design and conduct a limited number of matched-fire tests to investigate the property loss reduction potential of residential sprinklers installed in accordance with the standards used at the Los Angeles test site

— to make the results of the comparison tests available to the insurance industry and other interested parties

Committee Observations

Based on the results of the comparison tests it was the observation of the ad hoc committee that sprinkler systems installed according to the standard used in the Los Angeles comparison tests definitely have the ability to reduce claim payment expenses. The committee further noted that the early ISO discount (1977) is less than what seems to be indicated by the 1980 tests.

Recommendation

That those corporate and association people with rate making responsibilities review this information with the intention of making their own determinations of what discount might be indicated by sprinkler systems installed to the specifications used at the Los Angeles test site.

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FIRE DEPARTMENT NOTIFICATION

In order to achieve a near normal fire department response, the suppression personnel were not briefed on the nature or location of the fire within the test house. Their instructions were to treat the test house just as they would treat any call. They were simply to deal with the fire and overhaul according to normal procedures. They were aware, however, that the structure was unoccupied and therefore a search for possible occupants was unnecessary. As a result, fire suppression operations were started immediately upon arrival. Normal shift rotations during the several weeks of the test fires tended to eliminate the factor of firefighter familiarity with the test site.

The notification procedure for unsprinklered fires was: When smoke or flames were first visible enough for notice by pedestrians or passing drivers, there was a five minute wait to simulate gaining access to a phone and reaching the fire department. Two minutes after the notification call the first piece of equipment arrived at the first scene.

In the sprinklered tests, although all evidence of fire was gone by the third minute of each fire, the sprinklers were allowed to operate for ten minutes to simulate notification and response time. The sprinklers were then shut off manually and any necessary overhaul performed. Operating this way also met the ten minute water supply demand required by 13D.

The two minute response time is better than could be expected in most instances. This and other factors that may have affected the extent of fire damage and the amount of water used are mentioned under the heading, "Factors Tending To Affect Damage In Comparison Fire Tests."

FACTORS TENDING TO AFFECT DAMAGE IN COMPARISON FIRE TESTS

Note: While it is not true in every instance, generally, the longer a fire remains undetected, the greater the supression challenge, the greater the damage and the greater the amount of water needed to suppress the fire.

1. The training, equipment and manpower availability of the Los Angeles Fire Department enabled a suppression response such as would be expected from a department that is among the best in the country. Any factor making the suppression response less prompt or less effective could be expected to result in more extensive damage.

2. The responding companies did know that the structure was unoccupied and were able to attack the fires without delay.

3. All test fires took place during daytime. This may have contributed to the speed with which the firefighters could move about the scene.

4. All tests took place during good weather. Rain, snow accumulation or below-freezing temperatures could have tended to slow movement at the fire scene. This is particularly true of activities on the roof.

5. In all fires, prompt notification was a factor. Had notification for the sprinkler tests been delayed, greater water damage could have been experienced. Later notification for the non-sprinklered fires would most likely have resulted in more extensive fire damage and an increased amount of water used in extinguishment.

Late notification for the sprinklered fire, however, would not be expected to result in significantly different damage unless the period of sprinkler operation extended on the order of thirty minutes or more.

6. All fires were unventilated prior to suppression team arrival. This probably tended to be a factor in the fires, e.g., bedroom tests, where a great amount of smoke was generated.

SPECIAL CONSIDERATIONS FOR SPRINKLERED DWELLINGS

1. All sprinklered fires in the comparison tests took place in rooms having sprinklers. Greater damage would have been expected if the fire took place in an unsprinklered area such as a closet, attic or storage room.

2. Good weather eliminated the possibility that any of the sprinklers would fail to operate because of freezing.

3. The sprinkler system was recently installed and well maintained. In the real world, industrial experience indicates that a percentage of malfunctions must be expected due to closed valves and inadequate maintenance. It is likely that inspection and maintenance on residential sprinklers will occur with less frequency than industrial installations. This, too, could be a factor.

   If there is a single water service from the street, however, it would not be possible to shut down the sprinkler system without also cutting off the regular residential water supply.

4. The sprinkler activations reported here were all the result of fires. In considering the long term use of sprinklers, malicious activation and leakage caused by freezing must all be taken into account. The industrial sprinkler experience has been very favorable with regard to accidental activation. This may provide some guidance.

OTHER FACTORS

The house was furnished with less furniture than might be expected for its size. The quality of the furnishings was on the low side. Because the set-ups were the same for all fires, this was not considered to be a significant factor.

The furniture used in the comparison tests was of the sort currently available in most parts of the country. Had the furniture met the flammability standards of the State of California, the cigarette fires might have never reached the open flame stage.

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CLAIM PAYMENT ESTIMATES

The Jury

To ensure the acceptability of the claim payment estimates, it was decided that a jury of three experienced claim representatives would serve as a team for each fire event. Most adjusters took part in two fire events; some took part in more than two. A representative of the Insurance Services Office also took part as an observer.

GAB Business Services, Inc. assigned their Los Angeles Regional Office General Adjuster William Orr who served as coordinator and lead adjuster on all the comparison fires. In addition to scheduling the other team members, the coordinator developed a set of data recording forms to aid the team members in following a uniform pattern.

Damaged household items were replaced prior to subsequent fire tests. This was necessary to demonstrate that an item's post-fire condition was not due to exposure in a previous test. For example, following the kitchen (sprinklered) fire, the refrigerator was replaced even though it appeared that simply cleaning it would have restored the pre-fire condition. When it was necessary to replace the refrigerator after the non-sprinkler kitchen fire, there was no question that the damage was all the result of the second fire.

Because of wide regional variations in the cost of ALE (additional living expenses), the committee chose $150 a day for a family of five (two adults, three children including both male and female). The weekly ALE was seven times the daily expense and the monthly amount, 30.4 times the daily expense.

The following companies donated the cooperation of their representatives for service on the adjusting juries that estimated the claim payment expenses for each fire:

Allstate Insurance Company - Frank Wheeler
Firemen's Fund Insurance Company - Denise Dimin
GAB Business Services, Inc. - Wm. Orr (coordinator)
GEICO - Marty Schwebel
INA (2) - Paul Thurston and Jeffery Weiss
Insurance Services Office - Orville Sherman (observer)
The Kemper Group - Keith Vint
State Farm Insurance Company (2) - Larry Sprogins &
Jeffery M. Sprogins

CLAIM PAYMENT EXPENSE

Comparison summary

	Kitchen	Livingroom	Bedroom	Average
non-sprinkler	$35,245	$34,110	$8,650	$26,002
sprinkler	$ 3,364	$ 8,617	$6,250	$ 6,077
ratio*	10½:1	4:1	1½:1	4¼:1

*non-sprinkler damage
sprinkler damage

For ease of review, the following fire scene damage reports have been summarized. Those needing detail or clarification should write to:

Ralph J. Jackson
Allstate Plaza F-3
Northbrook, IL 60062

LIVINGROOM

Sprinklered narrative

A cigarette was placed under a throw pillow on an upholstered couch. There was considerable smoke buildup throughout the room preceeding flame and heat sufficient to activate a sprinkler. One sprinkler opened and extinguished the fire. The water supply specifications in this test, as in all L.A. site fires, called for the first sprinkler to deliver 18 gallons per minutes.

Observers indicated the fire was extinguished before the end of the third minute sprinkler activation. At that point, 54 gallons of water had been released by the sprinkler. The sprinkler was allowed to operate a total of ten minutes and apply a total of 180 gallons (10 x 18) to simulate the five minute notification time and the two minute response period used in all the tests. The sprinkler system was then turned off manually.

Estimated claim payment of $8,617 includes $1,050 of additional living expenses.

Non-sprinklered narrative

As in the sprinklered fire, a cigarette was placed under a throw pillow on an upholstered couch. There was considerable smoke buildup for about an hour. At approximately an hour and twelve minutes a small flame was visible. At that time the flame grew rapidly and in less than ten additional minutes the flames were visible from the street. After a five minute wait to simulate location of a phone and notification of the fire department, the equipment was called in. They made a two minute response and extinguished the fire using 80 gallons of water.

Estimated claim payment of $34,110 includes $9,120 (two months) of additional living expenses.

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LIVINGROOM

	SPRINKLER	NON-SPRINKLER
Lower level	AMOUNT in dollars	AMOUNT in dollars
study	491	540
bath	352	375
rumpus room	0	0
Mid-level		
living room	2,767	6,947
den	329	333
entry	56	326
diningroom	245	630
kitchen	141	517
breakfast room	53	48
bath	77	77
service (utility) room	69	69
Stairs	118	513
Upper level		
hall area	79	483
bedroom 1	510	3,272
closet 1	67	102
master bath	66	66
bedroom 2	444	2,804
closet 2	36	53
bedroom 3	315	1,692
closet 3	46	53
hall bath	86	86
Exterior	0	2,406
Misc.	1,220	3,973
ALE	1,050	9,120
Total	8,617	34,110
Gallons of water used =	190	80

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BEDROOM 2

Sprinklered narrative

A wastebasket of crumpled newspaper placed between the bed and nightstand was ignited with a match. After the paper flame subsided, the mattress smoldered and generated considerable smoke. The mattress finally broke into open flame and activated a sprinkler. This single sprinkler extinguished the fire.

Observers indicated the fire extinguished before the end of the third minute from sprinkler activation. At that point 54 gallons of water had been released by the sprinkler. The sprinkler was allowed to operate a total of ten minutes and apply a total of 180 gallons to simulate the five minute notification time and the two minute response period used in all the tests. The sprinkler system was then turned off manually.

Estimated claim payment of $6,520 included one week of additional living expenses ($1,050).

Non-sprinklered narrative

A wastebasket of crumpled newspaper placed between the bed and the nightstand was ignited with a match. After the paper flame died down, the mattress flamed for a while producing a considerable amount of smoke. Heat and smoke continued to build but lack of ventilation and heavy smoke appeared to limit the amount of flame damage. Lack of flaming also tends to explain the small amount of water needed for suppression. Six and a half gallons of water were used.

Estimated claim payment of $8,650 included two weeks of additional living expenses ($2,100).

BEDROOM 2

	SPRINKLER	NON-SPRINKLER
Lower level	AMOUNT in dollars	AMOUNT in dollars
study	0	0
bath	0	0
rumpus room	0	0
Mid-level		
living room	0	80
den	665	0
entry	0	0
diningroom	0	0
kitchen	0	0
breakfast room	0	0
bath	145	0
service (utility) room	152	0
Stairs	183	183
Upper level		
hall area	79	79
bedroom 1	1,089	630
closet 1	102	64
master bath	66	66
bedroom 2	1,969	3,566
closet 2	53	53
bedroom 3	315	315
closet 3	46	46
hall bath	90	90
Exterior	0	533
Misc.	516	845
ALE	1,050	2,100
Total	6,520	8,650
Gallons of water used =	180	6½

KITCHEN

Sprinklered narrative

The source of ignition was an electric coffee maker with the thermal limit switch bypassed. The continuous heating produced smoke and flame. As the plastic body melted, the fire transmitted to the overhead cabinets. The melted, flaming plastic damaged the counter top and some of the flaming puddle ran down the side of the base cabinet and burned a small area of the floor covering. At this point the heat was sufficient to activate a sprinkler. This single sprinkler extinguished the fire.

Observers indicated the fire was extinguished before the end of the third minute from sprinkler activation. At that point, 54 gallons of water had been released by the sprinkler. The sprinkler was allowed to operate a total of ten minutes and apply a total of 180 gallons to simulate the five minute notification time and the two minute response period used in all the tests. The sprinkler system was then turned off manually.

Estimated claim payment was $3,364. No additional living expense was provided as the house could be used after a brief cleanup activity.

Non-sprinklered narrative

The ignition source and fire pattern was identical to the sprinklered kitchen fire except that the fire continued to build considerable flame and smoke. The buildup was rapid and at the point where the smoke could be seen from the street, the fire department was notified after the five minute wait to simulate locating a phone and giving the necessary information. The fire department made a two minute response.

Smoke buildup was so severe by the time the fire department arrived that the fire appeared to be in the upper level of the house. This, plus normal fire suppression precaution in checking the room above the source of the fire contributed to the damage on the upper level.

670 gallons of water were used to suppress this fire.

Estimated claim payment was $35,245 and included two months ($9,120) of additional living expenses.

KITCHEN

	SPRINKLER	NON-SPRINKLER
Lower level	AMOUNT in dollars	AMOUNT in dollars
study	0	0
bath	0	0
rumpus room	637	1,031
Mid-level		
living room	50	1,399
den	0	321
entry	incl	357
diningroom	594	2,325
kitchen	1,203	6,167
breakfast room	190	934
bath	0	77
service (utility) room	0	69
Stairs	0	183
Upper level		
hall area	0	155
bedroom 1	0	2,771
closet 1	0	111
master bath	0	66
bedroom 2	0	2,939
closet 2	0	53
bedroom 3	0	1,692
closet 3	0	46
hall bath	0	66
Exterior	0	1,601
Misc.	690	3,742
ALE	none	9,120
Total	3,364	35,245
Gallons of water used =	180	670

November 1980

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APPENDIX

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HARDWARE RELIABILITY

Some concern has been expressed regarding the reliability of the proposed hardware, specifically its potential for leakage and accidental activation.

Knowing that high reliability would be a key factor to acceptance, the U.S. Fire Administration let a contract bringing the resources of both Factory Mutual Systems and Underwriters Laboratories to bear on a proposed performance standard. The items listed below were extracted from drafts presented in April of 1980 by FM and UL. While those were early drafts, they indicate the severity of the tests recommended. The few items selected for demonstration are by no means complete and perhaps not among the most significant parts of the proposed performance standards.

(Excerpts from 31 pages & appendix of the draft standard)

5.3 **Leakage** - To verify compliance to paragraph 4.3, at least twenty residential sprinklers are to be individually filled with water and subjected to a slowly rising hydrostatic pressure. The pressure is to be increased to 500 psi (3447 kPa) at a rate not to exceed 300 psi (3068 kPa) per minute and held for one minute. During this phase there shall be no weepage or leakage.

5.4 **Hydrostatic Strength** - If all samples comply with the requirements of paragraph 4.3, each sample is to be further subjected to an increasing hydrostatic pressure up to 70 psi (4826 kPa) at a rate not to exceed 300 psi (2068 kPa) per minute. If during this test leakage becomes evident, the pressure at which it was observed will be recorded. The test is then to be continued up to 700 psi (4826 kPa), if possible, and held for one minute. The sprinkler shall not rupture.

5.5 **30 Day Leakage** - To verify compliance to paragraph 4.5, five previously untested sprinklers are to be installed on a water-filled test line which is to be maintained under a constant pressure of 300 psi (2068 kPa) for 30 days. The samples are to be examined weekly during the test period for evidence of leakage of water at the seal. Following satisfactory completion of this 30 day test period, the samples are to be tested to determine the weep and leak points. The samples are then to be examined for any evidence of distortion or physical damage.

5.6 **Water Hammer** - To verify compliance to paragraph 4.6, five previously untested samples are to be installed on a water filled test line and subjected to changes in pressure from 50 to 500 psi (345 to 3447 kPa) at 60 cycles of pressure change per minute. The test piping is to be filled so that there is water at the sprinkler seat. Observations are to be made for evidence of water hammer, the samples are to be hydrostatic tested to determine that the weep and leak points are in excess of 500 psi (3447 kPa). The samples are then to be examined for any evidence of distortion or physical damage.

HARDWARE RELIABILITY, continued

5.17 Vibration

5.17.1 Compliance to the requirement as stated in paragraph 4.17 shall be determined by subjecting a minimum of four residential sprinklers to a vibration of 0.02 in. (0.5 mm) amplitude at a varying frequency ranging from 10 to 35 Hz for a period of 5 hours. If one or more resonant point(s) can clearly be detected, the sprinklers will be vibrated at such frequency (frequencies) for proportionate periods of the remaining 115 hours of the test. If no resonant frequency is detected, then the sprinklers are to be vibrated at an amplitude of 0.02 in. (0.5 mm) and a frequency of 35 Hz for a period of 115 hours.

5.17.2 For this test the sprinklers are to be attached to a steel mounting plate and the plate bolted to the table of a vibration machine so that the sprinklers are mounted vertically. The test sprinklers are then to be vibrated in the vertical direction.

5.17.3 This test is to be conducted with the sprinklers unpressurized.

5.17.4 For these test, amplitude is defined as the maximum displacement of sinusoidal motion from position of rest to one-half of the total table displacement.

5.17.5 Following the vibration test, the sprinklers shall not weep or leak at or below 500 psi (3447 kPa) and shall operate normally when subjected to the sensitivity test, see paragraph 4.20.

5.18 Rough Usage

5.18.1 Compliance to Paragraph 4.18 shall be determined by individually placing one out of every four sprinklers to be tested in a drum containing 20 blocks of wood and tumbled for a period of one minute.

5.18.2 The drum, or any suitable container, should be so designed as to provide a tumbling action.

5.18.3 The blocks shall be 1½ in. (38.1 mm) cubes made of hardwood (i.e. oak, maple, etc.).

5.18.4 Following tumbling, they are to be tested for conformance with the requirements for leakage (see paragraph 4.3). After being tested for leakage, each sprinkler shall be tested for conformance with the requirements for sensitivity (see paragraph 4.20)

The above examples demonstrate that the performance requirements for residential sprinkler components will significantly exceed those of normal household plumbing fixtures and fittings.

Underwriters Laboratories is presently ready to conduct performance tests on residential sprinklers submitted for listing.

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RESIDENTIAL SPRINKLER TEST FIRES

Comments from Harry Shaw, U.S. Fire Administration

Technological Advance

The residential sprinklers developed for use in the Los Angeles fire tests represent a major technological breakthrough. The sprinklers were developed by Grinnell Fire Protection Systems and used in the tests by the Los Angeles Fire Department under the sponsorship of the U.S. Fire Administration. Prior to the development and use of these sprinklers the fastest time constant of an approved and listed sprinkler was in the order of 110 seconds at five foot per second gas velocity. The slowest time constant was approximately 300 seconds. The new sprinkler used in the L.A. tests was five to 15 times faster than the sprinklers used in approved residential sprinkler installations meeting the current standard. The improved sensing is considered to be the primary reason for the success of the sprinkler system in the L.A. fire test series.

Another characteristic of the new sprinkler is the improved water distribution pattern. Further distribution pattern improvements are expected. The improved distribution provides adequate cooling and reduces the probable actuation of second and third sprinklers. Such actuation could greatly reduce the effectiveness of the system.

Further Developments

One of the more recent developments for residential sprinklers is the on-off feature. After the Los Angeles tests were concluded an on-off sprinkler* was submitted to the Factory Mutual Research Corporation for evaluation and testing. The performance of this sprinkler, as indicated by the Factory Mutual tests, was encouraging, however, additional tests and evaluation are necessary.

Another development may result from a research and development program with the Battelle Memorial Research Laboratories under the sponsorship of the U.S. Fire Administration. Battelle will investigate the use of Nitinol as a sensing element. Nitinol (a nickel titanium alloy) makes a sensor which will convert heat energy into mechanical energy. The objective of the R&D support is to develop a more effective and reliable sensor actuator for residential sprinkler systems.

* the on-off sprinkler will stop the flow of water when the temperature indicates sprinkler operation is no longer needed. In the event of a re-kindle, the sprinkler would turn on again when the temperature reached the activation level.

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H. Shaw comments, continued

Mobile Home Sprinkler Tests

The first test of the North Carolina Mobile Home Sprinkler Program was conducted August 27, 1980 in Charlotte, NC with the help of the Charlotte Fire Department. The tests are under the sponsorship of the U.S. Fire Administration with NFPA as the program manager and McNeary Insurance Consulting Services providing site management. Technical support was provided by the Factory Mutual Research Corporation.

The Los Angeles and Charlotte tests were necessary as support for the proposed 1980 revision of the NFPA 13D Residential Sprinkler Standard scheduled for consideration at the November meeting of NFPA in San Diego, CA.

While the results of the 16 mobile home test fires are still being analyzed, the reaction of the test team was that the sprinkler system met and exceeded their life-safety expectations. Since all 16 sprinklered fires took place in the same mobile home unit, the team felt this gave strong indication of the property loss reduction potential of sprinklers. According to the test team, sprinkler activation limited the mobile home property damage to furniture, drapes and moderate scorching in the area of origin.

A full report on the Charlotte tests will be available later through the U.S. Fire Administration.

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March 5, 1986

Hon. Edward Boland, Chairman
Subcommittee on HUD--Independent Agencies
H143 Capitol
Washington, D.C. 20515

Dear Mr. Chairman:

As you know, the President's fiscal 1987 budget eliminates funding for the U.S. Fire Administration (USFA) and sharply reduces expenditures for the National Fire Academy (NFA). These are cost-effective and responsive federal programs, and we ask you to do all in your power to defeat these proposals.

The firefighting community and supportive members of Congress have worked hard to develop a national focus for fire prevention and to create appropriate programs to meet this challenge. For over a decade, the USFA and NFA have striven to prevent as many fires as possible and make those that do start less deadly.

We have made considerable progress as a result. Fire deaths have fallen from about 9,000 per year in 1973 to about 5,200 ten years later. Property damage dropped from about $11 billion to $6.7 billion in the same period. Yet the U.S. still loses more people per capita to fire than almost any other industrial nation.

The abandonment of the U.S. Fire Administration would be an especially damaging blow. Its elimination would terminate myriad specialized programs which have been created to increase public awareness of fire hazards, discourage arsonists, provide needed educational materials for children, promote the use of smoke alarms and effective sprinkler systems, and manage a clearing-house on fire information and prevention techniques for over 11,000 of the nation's fire departments.

The elimination of stipends for the NFA, along with the imposition of new fees, would also strike a damaging blow. The National Fire Academy is the premier institution for firefighting training in the nation. We should not be making it more difficult--and in some cases impossible--for firefighters to take advantage of its programs.

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Restoring these cuts would cost less than $11 million, and the programs bring in revenues far in excess of their costs. In the past four years, the government would have lost at least $500 million in taxes if fire losses had been as great as in 1973.

Our subcommittees have worked together in the past to restore this funding. We urge you, Mr. Chairman, to do all you can again this year to preserve funding for the U.S. Fire Administration and the National Fire Academy.

Sincerely,

Doug Walgren, Chairman
Subcommittee on Science,
Research and Technology

Sherwood Boehlert,
Ranking Minority Member
Subcommittee on Science,
Research and Technology

WB/Bcr

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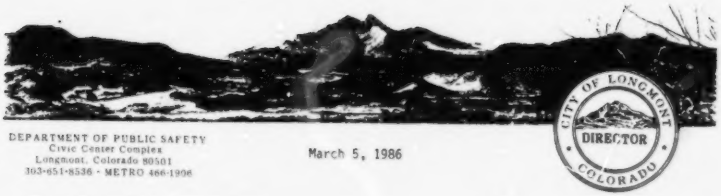

DEPARTMENT OF PUBLIC SAFETY
Civic Center Complex
Longmont, Colorado 80501
303-651-8536 - METRO 466-1906

March 5, 1986

The Honorable Doug Walgren
United States House of Representatives
2241 Rayburn HOB
Washington D.C. 20515

Dear Sir:

I have been reading with concern the media coverage of proposed cuts in the Federal Fire Programs. As the director of Public Safety for a community of about 50,000, I want to express the impact these cuts could have on our program of delivering up-to-date and efficient fire protection services to the citizens of Longmont, Colorado.

Longmont's training resources must be disbursed amongst one hundred fifty-two fire and police personnel. Much of this funding goes to state mandated training. We have recently become associated with a countywide hazardous materials incident team, which involved training twelve firefighters to Level III Hazardous Materials classification. This could not have been done without federal assistance through National Fire Academy attendance.

We train ten to fifteen firefighters, supervisors, and command officers yearly in all aspects of firefighting responsibilities. This will not be a viable option for our community if these programs lose their funding. There simply will not be resources enough to maintain the level of expertise we now have, and our community will lose because of it.

We live in one of the most affluent countries in the world, yet we still have one of the highest fire death rates in the industrialized world. The federal budget for fiscal 1987 asks for zero funding for the United States Fire Administration and the Center for Fire Research. What's more, it eliminates the student stipend program at the National Fire Academy which many believe will lead quickly to its demise.

The arena of fire protection service is constantly changing in the sense of building materials used, codes being passed, and equipment available. The National Fire Academy has been an excellent resource to use in learning about these advancements. Loss of this resource will make it much more difficult and time consuming to learn of these item.

Your sincere consideration of this letter and support for a position of "no funding cut" would be most appreciated.

Sincerely,

Edward L. Camp
Director of Public Safety

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MAR 10 1986

Robert L. Archer
Eastern Vice President
Firemen's Association of the
State of Pennsylvania
4 Third Street
Towanda, Pennsylvania 18848
March 3, 1986

President Reagan
White House
Washington, D. C.

Dear President Reagan:

It has come to my attention that once again the U. S. Fire Administration is about to die.

Please, let me take a few minutes to explain my views of this matter to you.

Let's first look at the fire service of this country. There are approximately 2 million firefighters of which about 1.5 million are volunteers. These men are called upon to protect the people of this country, their homes and their places of employment not only from fire, but in most anytime of need. In cases of flood, hurricanes, tornados,earthquakes, auto accidents and on and on. Let's call these people the army. Remember that about 3/4 of this army is volunteer - giving freely of their spare time, their skills and energy to protect their brothers for no compensation but the good feeling they get from helping others.

Now, let's look at the U.S.F.A. This is where this army looks for help and guidance. It provides a nerve center for this army. This is where the federal resources are focused for this army. It provides research and development information on better housing materials, better fire fighter safety, improved training, public education and fire prevention programs, arson programs as well as improved techniques for fighting fire. This is our national focal point. This is our Pentagon.

I ask you - could we zero fund the Pentagon and expect our military to stay in top shape? If the federal government can turn their back on this problem and zero fund the U.S.F.A., how can you expect about 1.5 million volunteer soldiers in this army to continue to give willingly of their free time, skills, energy and yes, their money to combat this national problem?

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-2-

How big is this problem? It kills about 6,000 people a year. It causes millions of dollars of property loss a year. We have one of the highest fire death rates in the world. In the past 5 years we have seen about a 20% drop in our fire death rate. I feel that the United States Fire Administration, the Center for Fire Research and the National Fire Academy have been a great help in this reduction and with their continued help and support we will see further reductions. We are starting to win this battle. Don't pull the plug on us now.

Can we as a nation continue to feed the peoples of the world, train, equip and support their armies to the tune of billions each year while turning our backs and zero funding this great army here at home? I think your answer must be the same as mine. NO!

Please fund our Pentagon so that we in this great army can continue the fight in the best possible manner with the backing and support of our federal government.

Respectfully yours,

Robert L Archer

Robert L. Archer
Eastern Vice President
Firemen's Association of the
State of Pennsylvania

cc: Rep. D. Walgren
Rep. D. Ritter
Rep. T. Coughlin
Sen. H. J. Heinz III
Sen. A. Specter

City of WINTER HAVEN
Fire Department

RECEIVED
MAR 19 1986
COMMITTEE ON SCIENCE
AND TECHNOLOGY

March 13, 1986

The Honorable Don Fugua
U.S. House of Representatives
2269 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Fuqua:

In recent weeks, I've read with concern the fire service media's coverage of proposed cuts in federal fire programs. The U.S. Fire Administration and the Center for Fire Research have been zero funded for FY 1987. The National Fire Academy budget was severely reduced. The U.S. Fire Programs have given the fire community and the country a better understanding of the nature of the fire problem.

The demise of the U.S. Fire Administration would impact the fire service in many areas nationally and in the local fire service community. A few areas of concern are noted below:

(1) The National Fire Data System may be eliminated. This system consists of 11,000 participating fire departments in 39 states, including the City of Winter Haven Fire Department.

(2) National teleconferences that bring the latest information direct to local fire departments may be reduced or eliminated.

(3) A decline in the development of public fire safety programs.

The Center for Fire Research would also be abolished. This action would eliminate the only scientific body that has aggressively researched and analyzed the chemistry and physics of fire.

Although the National Fire Academy would not be completely destroyed by fiscal 1987 budget cuts, scheduled reductions would severely curtail its activities.

I would appreciate your attention of these matters. Please support the fire service of this country.

Sincerely,

Charles E. Brown

CHARLES E. BROWN
Fire Chief

P. O. Box 2277 • Winter Haven, Florida 33883 • Phone: (813) 294-3918

MAR 19 1986

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MAR 19 1986

HARRY R. CARTER, Ph.D.
FIRE PROTECTION CONSULTANT

BOX 100, MAIN STREET
ADELPHIA, NEW JERSEY 07710

TELEPHONE
201-431-1639

March 12, 1986

Dear Congressman Walgren:

Recent pronouncements regarding the funding status of the National Fire Academy and the U.S. Fire Administration have lead me to write to you regarding this travesty against the American Fire Service.

In the past, students were allowed to attend academy courses at minimal cost to themselves and their fire departments, with room and travel costs reimbursed by the federal government. People with a bare minimum of resources were able to gain the top-flight knowledge available at the NFA campus in Emmitsburg, Maryland. The new proposals from the Federal Emergency Management Agency call for all students to pay the government for room, board and travel costs, creating a tremendous hardship and severely limiting future fire service use of a facility whose budget for course delivery is already being heavily taxed. There are far more applicants than there is room for them. I guess that cutting the user group is one way to hold down the interest in such an important facility as this.

As one of the fire service people who fought hard back in the 1970's to see this facility come into being, I am appalled at the cavalier attitude of the Regan Administration vis a vis the fire service of our country. Many in your district have benefited directly from attendance at the National Fire Academy; and countless others indirectly whose lives and property have been preserved by the dedicated efforts of their local fire departments.

If we can consider millions of dollars in aid for native rebels in Central America, surely we can come up with $25 million for our own country's firefighters. Please see what you can do about this. I ask as a career fire officer, volunteer fire training officer and concerned taxpayer. Thank you.

Yours truly,

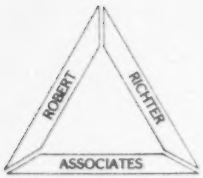
Harry R. Carter

Harry R. Carter, Ph.D.
Fire Protection Consultant

cc: R.Grant/E.McCormack

MEMBER NATIONAL FIRE PROTECTION ASSOCIATION
MEMBER INTERNATIONAL SOCIETY OF FIRE SERVICE INSTRUCTORS

59-779 O - 86 - 8



FIRE PROTECTION ENGINEERS
CONSULTANTS

March 18, 1986

Congressman Doug Walgren
House of Representatives
Washington, D.C.

Dear Congressman Walgren:

The "Washington Scene", published by the International Association of Fire Chiefs (IAFC), indicates that you, as a sub-committee chairman, have held or are holding hearings on the 1987 budget for the U.S. Fire Administration and the Fire Academy.

As a fire protection engineer, former officer on the Los Angeles City Fire Department and still an IAFC member, I applaud all who support training for the fire services at the National Fire Academy.

I have been, for many years, concerned by the apathetic attitude of officialdom regarding expenditures for fire training, investigation and prevention, when so many lives are lost and disabilities caused by fires in this country.

The Police Officers Research Association was first in line to receive grants and assistance for training. And they received it. But, there seems to be less incentive to support organizations which protect people from the ravages of fire.

The fire services need standardization. Ideas need to be exchanged. The latest techniques can more readily be disseminated by our National Academy.

Local governments provide salary, but they cannot provide transportation and housing for personnel who attend the Academy. Congress should underwrite these expenses so that the Academy can continue training trainers who can go back and train personnel at the local level.

I have enclosed a copy of the "Washington Scene" for your information. DON'T LET THE FIRE SERVICE DOWN!

Sincerely,

Robert R. Richter

Robert R. Richter, P.E.

RRR:aa
enclosure

1725 West Sixth St., Suite 110, Los Angeles, California 90017 • (213) 484-2144

LANSING FIRE DEPARTMENT
FIRE PREVENTION BUREAU
815 Marshall Lower Level
Lansing, Michigan 48912
(517) 483-4200

February 11, 1986

U.S. Congressman Howard Wolpe
1527 Longworth
H.O.B.
Washington, DC 20515

Re: United States Fire Administration
National Fire Academy

Dear Congressman Wolpe:

I am writing this letter to express my concern for the continued existence of the U.S. Fire Administration and National Fire Academy. In reading the enclosed article published in the February issue of "Firehouse" magazine, I felt compelled to share my feelings and those of other men and women who are in fire service in this country, who are determined to reduce the number of fires that are ravaging our communities each year with devastating effects.

Having requested and received many materials from the offices of the U.S.F.A. to assist us in our fire prevention programs, as well as information, training material, handout literature, and course instruction of public fire educaton, I cannot emphasize enough the importance of their continued existence. I, along with the men under my command have attended classes at the National Fire Academy in Emmitsburg, Maryland, located at the National Emergency Training Center, many times within the years that it has been in existence. I would hesitate to evaluate where our community education on fire prevention would be at this time without the knowledge and resources acquired from this fine facility. The N.F.A. has each year established a more comprehensive and cohesive means of meeting the needs of the nation's fire service and FEMA's integrated Emergency Management System. I would hate to see, after we are now receiving data that is showing results in the reduction of fire within our communities across the nation, be wasted efforts for continued success of fire loss and death in the United States.

I realize that it is also important for us, as a nation, to reduce our budget deficit and operate within a balanced budget, but this must be carried out with that skill and knowledge we entrusted our lawmakers to exercise on our behalf while in office.

In closing I would like to thank you for all the assistance you could offer in retaining the funds for operation of this needed agency, and hope that the enclosed article will offer additional information for your efforts.

We use this encouragement within our office, that we feel keeps things in their proper perspective:

"There is no honor in fighting a fire,
That could have been prevented."

Sincerely,

James S. Scheidt

James S. Scheidt
Fire Marshal

JSS:amd

Enclosure

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ANNE ARUNDEL COUNTY, MARYLAND

(301) 987-4010

FIRE DEPARTMENT HEADQUARTERS
P.O. BOX 276
MILLERSVILLE, MARYLAND 21108

March 12, 1986

Congressman Doug Walgren
House of Representatives
Washington, D.C. 20515

Dear Congressman Walgren:

I am writing to enlist your support for continued level funding of the United States Fire Administration and the National Fire Academy. These two federal organizations have been very beneficial to the citizens and fire fighters of Anne Arundel County, Maryland.

I have enclosed a report on Anne Arundel County's fire deaths and fire dollar losses. I firmly believe that without the U.S. Fire Administration and the National Fire Academy both fire deaths and fire dollar loss would have increased seriously over the past decade.

The federal government's total contribution to all fire programs amounted to less than $25 million for this fiscal year. This included monies to the U.S.F.A., the NFA, the Department of Commerce Center for Fire Research, and the Consumer Product Safety Council.

When fires occur there is a casualty loss for a property owner. The federal tax write-off for business and individuals on nearly $1 billion in losses suffered in excess of insurance reimbursement surely has an impact on the federal treasury. When fire departments are able to keep fire losses from escalating and even reduce them due to federal coordination, education, and assistance, surely many times the $25 million federal expenditure for fire programs is repaid.

Please assist your fire service to continue to do an excellent job for your constituents.

Sincerely,

Joseph M. Connell

Joseph M. Connell
Fire Administrator

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FIRE DEATH AND DOLLAR LOSS ANALYSIS

An in-depth research project on the fire dollar loss and fire death rates in Anne Arundel County, Maryland has been completed. The research for the life loss data was completed for the years 1969 through 1985. The research for the fire dollar loss data was completed for the years 1967 through 1985.

The following lists place fire deaths in Anne Arundel County into three categories:

1969 - 1975 Pre - USFA	1976 - 1982 Pre - USFA Budget Cuts	1983 - 1985 After USFA Budget Cuts
10	9	8
8	5	6
12	4	7
11	6	
10	9	
11	6	
13	2	
Median = 11	Median = 6	Median = 7

An analysis of the data would indicate the following:

1. Before the creation of the U.S. Fire Administration, the fire deaths in Anne Arundel County were increasing.

2. After the creation of the U.S. Fire Administration and during the era of adequate funding for programs and research, fire deaths declined significantly.

3. After the near destruction of the U.S. Fire Administration in 1982, fire deaths in Anne Arundel County have started to climb once again.

Since 1974, the population of the County has increased by 50%. Commercial and industrial building has boomed; yet fire deaths have still been reduced. As the population expands and federal fire protection support is eliminated, fire deaths in Anne Arundel County will continue on an upward trend. The U.S. Fire Administration is needed to assist local government to keep fire deaths in a decreasing trend. The effort is a successful one. In Anne Arundel County alone, 50 fewer people have died in the last 10 years.

While the greatest impact for reducing fire deaths and injuries comes primarliy from the U.S. Fire Administration, most of the reduction in the loss of property, possessions, and jobs can be attributed to the National Fire Academy. The NFA has trained many fire department personnel in the modern methodology of incident command, advanced fire command, hazardous materials incident control, etc. Anne Arundel County's fire department capability on the incident scene has improved dramatically. These results are culminating in faster fire extinguishment and more saved property.

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The fire loss figures for Anne Arundel County for the years 1967 through 1985 are listed in five groups. All dollars have been adjusted to the Consumer Price Index base of 1967 = 100 in order to eliminate the inflation error.

Group 1 — the years 1967 - 1970 (to be used as a base)
Group 2 — the years 1971 - 1974 (the years before the USFA was established)
Group 3 — the years 1975 - 1978 (the impact years of the USFA)
Group 4 — the years 1979 - 1982 (prior to County use of the NFA)
Group 5 — the years 1983 - 1985 (County application of NFA Education).

Group 1: Base Line Data

1967	$1,419,000
1968	2,584,000
1969	1,959,000
1970	1,567,000

Group 1 Median = $1,763,000

Group 2: Before USFA

1971	$3,324,000
1972	2,796,000
1973	2,775,000
1974	3,746,000

Group 2 Median = $3,060,000 (up 74%)

Group 3: USFA Impact Years

1975	$3,281,000
1976	2,274,000
1977	2,777,000
1978	2,827,000

Group 3 Median = $2,802,000 (down 8%)

Group 4: Prior to County Use of NFA

1979	$3,160,000
1980	2,967,000
1981	3,212,000
1982	2,443,000

Group 4 Median = $2,705,000 (down 4%)

Group 5: Improved Operations from Applied NFA Education

1983	$2,157,000
1984	2,306,000
1985	2,192,000

Group 5 Median = $2,192,000 (down 19%)

I believe it is extremely significant that fire loss in Anne Arundel County has been in a decline since 1974. The USFA impact on the County fire loss (a net reduction of 12%) and the additional impact of the NFA programs on the County fire loss (a net reduction of 19%) is more than coincidence. There are just too many years of hard data involved. The combined effort of these two federal agencies has helped reduce loss and suffering to the population of my County by a reduction in fire deaths of 45% and a reduced dollar loss of 31% in just one decade.

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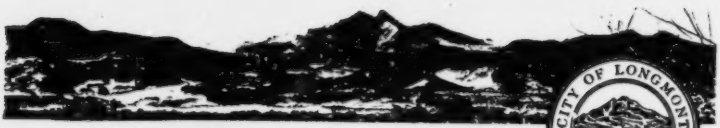

DEPARTMENT OF PUBLIC SAFETY
501 S. Pratt Parkway
Longmont, Colorado 80501
303-776-6050

February 24, 1986

RECEIVED

COMMITTEE ON SCIENCE
AND TECHNOLOGY

The Honorable Don Fugua
U.S. House of Representatives
2269 Rayburn HOB
Washington D.C. 20515

Dear Representative Fugua:

Once again the Fire Service has become concerned over the lack of funds in the 1987 budget for Federal Fire Programs. As the Director of the Longmont, Colorado, Fire Bureau, I want to point out the effect this could have on our Bureau, our personnel, and the citizens of Longmont.

The Fire Service has worked for more than a decade to convince Congress of the need for a federal focus on fire prevention. Since the U.S. Fire Administration and the NFA have been in operation, life and property loss due to fire have decreased. Fire departments are receiving information for fighting arson, the use of smoke detectors and sprinklers systems, and vital research which has led to the development of fire resistant materials and building techniques.

Prior to the National Fire Academy, it was almost impossible to find a good training school for firefighting personnel. Now we send as many of our personnel to the Academy as it will accept. We also take advantage of the Outreach Training Programs offered by the Academy.

I have not seen any other federally funded program as cost effective as the Fire Programs ($25 million total budget). The Fire Service would be most thankful if you would support funding for the U.S. Fire Administration, Center for Fire Research, and National Fire Academy.

Sincerely,

Robert L. Neiman, Director
Longmont Fire Bureau

RLN:llw

FEB 1986

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HOLLYWOOD FIRE/RESCUE

City of Hollywood, Florida

Office of
JIM WARD
Chief
921-3448

MAIL TO:
3401 Hollywood Boulevard
Hollywood, Florida 33021

March 13, 1986

RECEIVED
MAR 2 0 1986
COMMITTEE ON SCIENCE
AND TECHNOLOGY

The Honorable Don Fuqua, Chairman
House Comm. on Science, Research, and Technology
House of Representatives
2269 Rayburn HOB
Washington, DC 20515

Dear Chairman Fuqua:

It is with considerable concern that I write this letter. As the Fire Chief of a paid Fire Department serving a community with a population in excess of 130,000 people, I have witnessed fire prevention and public fire education in action. Although considerable tourist movement is experienced in our city in addition to a substantial population, Hollywood can boast of not one structurally related fire death in over three years. This is no accident.

Specialized programs in public fire education, fire prevention and arson investigation have been incorporated into this department. These programs are a direct result of fire personnel attending the National Fire Academy along with special materials and information received from the U.S. Fire Administration.

It has been brought to my attention that the U.S. Fire Administration and the National Fire Academy have not been considered for funding relative to the upcoming budget. The United States has the greatest number of fire deaths per capita than any other industrialized nation in the world. Nationally over 6,000 persons die each year due to fire in the U.S. The United States Fire Administration has reduced this tragic figure 20% from past years. Hollywood, through the assistance of the U.S. Fire Administration and attendance at the National Fire Academy, has been successful in preventing fires.

If fire is to be controlled, agencies such as the National Fire Academy and the United States Fire Administration must receive adequate funding. If stipends to the Fire Academy are discontinued, our personnel will not be able to attend -- this is the reality. The Hollywood Fire Department like so many others in Florida and across the nation, depend on federal fire resources for information, research and training.

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Your support, along with others on the appropriation committee is essential to fund federal fire programs. Fire is a tragedy that no one believes will happen to them. Statistics prove the falsehood of this attitude; only active programs to educate, prevent and suppress succeed.

Sincerely,

James T. Ward
Chief

JTW:jh

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MAR 20 1986

Your
Seattle
Fire Department

March 14, 1986

Congressman Doug Walgren
House of Representatives
Washington, D.C. 20515

Dear Congressman Walgren,

I have recently been made aware of the fact that the Office of Management and Budget has proposed zero funding of the U.S. Fire Administration in fiscal year 1987.

The Fire Administration provides the key cornerstone in the effort to reduce the loss of life and property from the ravages of fire.

National statistics compiled by the USFA show that those most often touched by fire are the elderly, the very young, and the poor. I cannot believe that our elected officials would be willing to turn their backs on these people at a time when we are beginning to see some progress being made against this problem.

I strongly urge you to support federal funding to continue the efforts of the U.S. Fire Administration and the National Fire Academy.

The battle that this nation's fire fighters are waging on the local level can only succeed with a continued strong federal focus.

Very truly yours,

Claude Harris, Chief
Seattle Fire Department

CH:cl

An equal employment opportunity - affirmative action employer
City of Seattle/Fire Department - 301 2nd Avenue South - Seattle, Washington 98104 (206) 625-5700

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Kansas State Fire Marshal Department
503 Kansas Avenue, Suite 303
Topeka, Kansas 66603
Phone (913) 296-3401

"Where Fire Safety Is A Way Of Life"

MAR 26 1986

March 19, 1986

MAR 2 ^ 1986

Congressman Doug Waldren, Chairman
House Science and Technology Committee
Subcommittee on Science, Research and Technology
2321 Rayburn Building
Washington, D.C. 20515

Dear Chairman Waldren:

As State Fire Marshal of Kansas, I am writing you concerning the future of the United States Fire Administration and the programs they oversee.

The USFA, operating under the Federal Emergency Management Agency, administers the National Fire Data Center and the National Fire Incident Report System (N-FIRS) through a cooperative agreement with the National Fire Information Council (NFIC). Our state is a member of this council.

The USFA provides a federal focal point for the Nation's Fire Service and Fire Data Collection. This service is provided at a relatively minimal cost to the federal government. It is estimated that the operating cost for the data collection effort in the N-FIR's program reaches conservatively $6,000,000. The Fire Administration manages and coordinates that effort within a budget of, approximately, $350,000, a very impressive ratio for dollars spent versus value received.

NFIC, previously mentioned, works with the USFA on the N-FIRS data collection effort. This effort includes planning, implementation, evaluation and technical assistance of the N-FIRS program for 40 states and 22 large metropolitan areas.

Other working objectives:

1. NFIC's relationship with other Agencies: the Consumer Product Safety Commission and the National Fire Protection Association, play a vital role in the use of N-FIRS data in supporting their attempt to educate the public and the fire service.

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Other working objectives (continued)

2. Fire Safety Education - NFIC's close work with the USFA in development of public service announcements, educating the entire nation on fire safety.

3. Residential Fire Fatality Study - NFIC was contracted by by Polaris Research and Development to do a detailed Residential Fire Fatality study. This study is funded by the USFA to increase our information on fire deaths, to further develop public education and fire safety programs.

Nationally, since 1975, there has been a significant reduction in fire deaths due to the efforts of the states inputting uniform data to the USFA/NFDC for analysis and output information in the way of public safety announcements and programs.

Everyone realizes that government along with all of its constituents, is experiencing budget restrictions. It is apparent that effective October, 1986, the FY87 USFA will be eliminated. The result may be realized by an increase in loss of human lives and suffering.

I am asking for your help by whatever method, to contact the persons in Washington, D.C. who play a role in the budgetary decisions of this much needed program, to change their plans to eliminate the United States Fire Administration and the National Fire Data Center.

Sincerely,

EDWARD C. REDMON
Kansas State Fire Marshal

ECR:pm

THE PRINCE GEORGE'S COUNTY GOVERNMENT

Fire Department
952-4154

March 7, 1986

The Honorable Doug Walgren
United States House of Representatives
Washington, D.C. 20515

Dear Congressman Walgren:

The Prince George's County Maryland Fire Department is quite dismayed over the proposed elimination of funding for the U.S. Fire Administration the FY-87 Federal Budget, particularly as it affects the continuation of the National Fire Incident Reporting System and the National Fire Information Council. The collection of fire incident data is essential for effective interactive fire prevention and control systems at all levels, whetner they be local, state or national. It is imperative that the reporting collection and analysis of this data be standardized in order to create a common information basis that can be used at all levels of government, business and industry.

The Prince George's County Fire Department has a long history of participation in a National Fire Incident Reporting System, as we were one of the original nine (9) jurisdictions that participated in the pilot project. We have been successful over the years at identifying fire relationships and have used this information to push for more stringent building codes and changes in national codes to eliminate problems. The Federal Government has a primary role in fire data system development, coordination, and technical assistance, which is currently provided by the National Fire Data Center. The U.S. Fire Administration has been a catalyst and has provided the incentive which has made it possible for a uniform fire data system that now covers approximately 80% of the country.

The U.S. Fire Administration provides the federal focal point for the Nation's fire service. The service is provided at a relatively minimal cost to the Federal Government. Presently it's estimated that the data collection alone in the National Fire Incident Reporting System program reaches a conservative estimate of $6 million. The Fire Administration management coordinates the effort with a budget of approximately $350,000.

This is a relatively minuscule expenditure of tax dollars when compared to the value received at the state and local level. Without a federal focus for continued development and coordination, we will soon lose the ability to share the information because there will be no way to maintain uniformity.

Fire departments at local and state levels have invested a great deal of time, effort, and expense in their commitment to the system with the understanding that the coordination and technical assistance would continue to be provided by the U.S. Fire Administration. We are, in fact, fulfilling our commitment and had expected the Federal Government to do the same. The National Fire Data Center, the National Fire Incident Reporting System, and the National Fire Incident Council is the most successful example of cost effective local, state,and federal interaction in modern history of our government.

We urge you at this juncture to take in consideration the detrimental effects by no longer funding this program and ask that, in fact, the funds be restored to continue this worthwhile effort.

Sincerely,

Michael R. Granados
Major, Commanding
Bureau of Support Services &
Risk Management

MRG/wjg

L. Dennis Kozlowski
President

Grinnell Fire Protection
Systems Company, Inc.
Subsidiary of Tyco Laboratories, Inc.
10 Dorrance Street
Providence, R.I. 02903

March 25, 1986

Representative Don Fuqua
2269 Rayburn House Office Bldg.
Washington, DC 20515

Dear Representative Fuqua:

As a member of the House Committee on Science, Research and Technology, you must deal with the harsh realities of budget reductions mandated by the Gramm-Rudman legislation by carefully examining the value of each program affected by this act. The competition for federal funding is keener than ever before.

We support the reduction or elimination of programs that have been deemed wasteful, unnecessary, or simply out of date. However, we are extremely concerned when we see a federal program that has demonstrated a measurable return on investment completely eliminated. We refer specifically to the fiscal year 1987 "zero budgeting" which will, in all practicality, eliminate the United States Fire Administration.

The vital program, previously funded at $25 million, has consistently produced a return on the taxpayer's investment which can be measured in lives and property saved. Today, some 2,500 fewer Americans die each year in fires than before the U.S. Fire Administration was established. But this vital agency has produced other benefits that have a positive impact at every level of government.

For example, by encouraging the establishment of consistent local fire codes requiring on-site fire protection such as fire sprinklers and alarm and detection systems, the U.S.F.A. has been instrumental in helping to stabilize municipal fire department budgets with a favorable impact on the already strained local tax burden.

As a direct result of the U.S.F.A.'s leadership, life-saving smoke detectors have been installed in 60% of the nation's homes.

The U.S.F.A.'s National Fire Data Systems now link more than 11,000 fire departments in 39 states. This network is an invaluable local aid that can be effectively managed only at the federal level.

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MAR 31 1986
COMMITTEE ON SCIENCE
AND TECHNOLOGY

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The U.S. Fire Administration has also developed the world's most effective resources for fighting arson, one of the most insidious crimes which has become epidemic in many of the nation's major cities. However, through U.S.F.A. efforts such as juvenile firesetter programs, the arson information management system, and development support of local anti-arson activities, statistics indicate a decline in the arson crime rate for the first time in years.

As American industry continues to develop new materials for construction and furnishing, the U.S.F.A.'s Center for Fire Research has pioneered an equally active role. Its research on the chemistry and physics of fire has led to the development of fire-resistant materials and building techniques.

The National Fire Academy, by providing a vital training facility for the nation's fire fighters, has played a major role in standardizing the use of proven fire protection programs, techniques, and equipment.

Finally, the U. S. Fire Administration has successfully reached out to America's children, often the victims of our most dreadful and devastating fires. The effort has included the highly successful production of the Sesame Street preschooler fire awareness program.

All these vital, life-saving programs will end if the United States Fire Administration is not funded.

I urge you and implore you to consider the continuation of these programs by voting to fund the U.S. Fire Administration for fiscal 1987.

Respectfully,

L. Dennis Kozlowski
President

LDK:BJH

SHORELINE 4 FIRE DEPT

KING COUNTY FIRE PROTECTION DISTRICT #4

1016 NORTH 175th SEATTLE, WASH. 98133 546-5716

COMMISSIONERS
Dan W. Blanchard
Robert W. Hewett
Richard C. Warbrouck

FIRE CHIEF
Mike Brown

March 21, 1986

Doug Walgren, Chairman
House Science and Technology Committee
House of Representatives
Washington, D.C. 20515

Dear Chairman Walgren:

The US Fire Administration provides an instrumental role in the effort to reduce the loss of life and property from the ravages of fire. Through the efforts and leadership of the US Fire Administration reductions in the loss of life due to fire has been considerable.

It has come to my attention that the office of Management and Budget has proposed zero funding of the US Fire Administration in fiscal year 1987. This recommendation is tragic in itself. Without federal funding and the continued focus at the federal level the progress we have made would be discontinued. I cannot believe that our elected officials would make a decision, that is that detremental, to our citizens, young and old alike.

I strongly urge that you support federal funding to support the efforts of the US Fire Administration and the National Fire Acadamy. Please contact me if you have any questions, and please support our nations fire service.

Very truly yours,

MRBrown

Mike Brown, Fire Chief
King County Fire District #4
1016 N 175th Street
Seattle, Wa. 98133

MRB/plm

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MAR 6 1986

LIEUTENANT ROBERT CALLAHAN
Arson Division

FIRE DEPARTMENT HEADQUARTERS
605 Worthington Street
01105

THE CITY OF
SPRINGFIELD, MASSACHUSETTS

March 1, 1986

The Honorable Doug Walgren
House Of Representatives
Washington, D.C. 20515

My Dear Mr. Walgren,

This letter is in reference to the funding of the National Emergency Training Center, (NETC) and the transportation stipends for the National Fire Academy, (NFA).

I am a fire/arson investigator with the Springfield Fire Department. In November of 1985, I had the distinct honor and pleasure of being selected to attend the Fire/Arson Investigation course at the National Fire Academy.

My two week stay at this prestigious learning center was an educational experience unattainable anywhere else in this great nation of ours. The instructors and staff at the NFA are a wealth of knowledge and the epitome of professionalism in every sense of the word, and that knowledge and professionalism is passed on to the students who are selected to attend this state of the art educational facility.

We in the fire service owe the American public a fire safe enviroment, and you the leaders of our country can help us in this endeavor by voting for funding of the NETC, the NFA, and the transportation stipends which will enable fire service personnel to attend courses at the NFA. Our city, along with others across the country have limited budgets and are unable to send fire service personnel to the NFA without the assistance of the Federal Government.

On December 2, 1985, ten days after I returned from the NFA, we had a tragic fire in our city that claimed the lives of five members of one family. Through the diligent efforts of the Mass. State Police, whose members have attended fire/arson courses at the NFA, and the Springfield Arson Squad, we were able to determine the origin and cause of this fire. I believe the knowledge and expertise obtained at the NFA played a significant role in this successful investigation.

Thank you for your time, and please vote for the funding of this valuable resource.

Very Truly Yours,
Robert T. Callahan
Robert T. Callahan, Lieutenant
Springfield Fire Department Arson Div.

cc. Joseph L. Donovan
cc. James P. Mitchell

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APR - 8 1986
COMMITTEE ON SCIENCE
AND TECHNOLOGY

April 2, 1986

Don Fuqua
2269 Rayburn HOB
Washington, D.C. 20515

Dear Mr. Fuqua,

The concept of use it up, throw it away that we as Americans have adopted has, as you are hopefully aware, given us the distinction of having the worst fire and fire related death statistics on the face of the earth. When basic human rights are violated elsewhere, no one screams any louder than we, the most compassionate, scientifically advanced nation in the world. Yet there are people in the Administration who would take from us one of the most powerful weapons we have to battle this destruction and suffering. I am referring to the National Fire Academy in Emmitsburg, Maryland.

Having attended the Academy in 1985, I received training in fire education that has been invaluable to my Department and in 1986 I hope to come away equipped to teach Public Fire Education for the benefit of the citizens and voters it is my responsibility to protect. The intensity of the courses and the positive attitude instilled in Academy graduates are matchless and cannot be duplicated, much less offered by any learning institution in my area.

In closing, I would like to urge you to do everything in your power to continue funding the National Fire Academy. The battle against our common enemy, fire, is already a monumental task. Please, don't let anyone help the enemy.

Sincerely,

Lt. Bill Freiberg

Lieutenant William J. Freiberg
Elgin Fire Department
650 Big Timber Road
Elgin, Illinois 60120

APR 8 1986

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MAR 31 1986

Lt. T. M. Burton
St. Petersburg Fire Department
1429 Arlington Avenue North
St. Petersburg, Florida 33705

March 28, 1986

Congressman Don Fuqua
227 N. Bronough St.
Suite 5015
Tallahassee, Fl 32301

Congressman Fuqua:

It has come to our attention that there is legislation concerning the budget for the Federal Emergency Management Agency and the National Fire Academy.

The fire problem this country faces is a national problem that needs the coordination and assistance that can only come from the federal government. The majority of the programs offered at the National Fire Academy are not available at the state level.

Local attendees to the National Fire Academy benefit greatly from the application of improved knowledge, education and training. Information obtained is disseminated throughout all levels of the fire service.

Local Fire Departments cannot afford to cover the travel and room costs, in addition to the meals costs, that we are presently paying. The local department is already paying the salary of the attendee. The loss of revenue sharing funds would certainly have a negative impact.

The National Fire Academy has the full support of the fire service and we will appreciate your consideration and support on this matter.

Sincerely,

TMBurton

T. M. Burton
Lieutenant
St. Petersburg Fire Department

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AND TECHNOLOGY

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CITY OF COACHELLA
CALIFORNIA

FIRE DEPARTMENT
1377 Sixth Street
Coachella, California 92236
Telephone (619) 398-8895

JOHN M. RIOS
Fire Chief

April 4, 1986

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APR 15 1986
COMMITTEE ON SCIENCE
AND TECHNOLOGY

Congressman Don Fugua
United States House of Representatives
Washington, DC 20515

Dear Congressman Fugua:

I am writing to express my concern about the recently proposed Fiscal Year 1987, budget cuts for FEMA, more specifically for the National Fire Academy.

As you no doubt know, the fire problem in the United States, as documented in the Presidential Commission Report America Burning, is serious. Each year many lives and much property are lost to fire (a higher percentage than in any other industrialized nation). For that reason the National Fire Academy was established in 1974.

At the National Fire Academy, Fire and Emergency Medical Services personnel receive training of a quality to be found nowhere else. That training, applied at the local level, is impacting on America's fire program.

We cannot afford to lose what the Academy has to offer. And it will be lost if funding is reduced. Most jurisdictions pay the food cost of their personnel who attend the Academy and, in addition, pay for replacements while those personnel are at the Academy. They cannot afford to pay transportation and room cost as well. Funding for those things must continue to come from the federal government. If not, so few students will be able to afford to attend courses at the Academy that course offerings will be cancelled, then reduced, and finally the Academy will cease to exist.

Thus, the ultimate impact of the suggested budget cuts for the National Fire Academy will be that the Academy will close. The impact of the closing of the Academy will be the status quo of, if not an increase in, the loss of the lives and property of countless Americans----your Constituents, Congressman.

I therefore, respectfully, urge you to vote to reinstate the funds that have been cut from the budget for the National Fire Academy, not only for the benefit of the American FireFighters and Emergency Medical Services personnel who receive quality academic training there, but for the benefit of all those Americans whose lives and property will be saved as a result of that training received.

Thank you in advance for consideration of the above.

Sincerely,

John M. Rios
Fire Chief

JMR:ej

National Association of Bedding Manufacturers

1235 Jefferson Davis Highway
Suite 601
Arlington, VA 22202
Phone (703) 979-3550

APR 14 1986

April 9, 1986

President
Dallas G. Teargan
Spring Air Mattress Co. of Colorado
Denver, Colorado
First Vice President
James R. Schubert
Springwall Group Associates, Inc.
Akron, Ohio
Second Vice President
Norman Vetzer
Omaha Bedding Company
Omaha, Nebraska
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Greenville, South Carolina
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David Rader & Sons, Inc.
Pleasantville, New York
Wayne D. Simmons
W. Simmons Mattress Factory, Inc.
Cerritos, California
Thomas E. Wright
Wright of Thomasville, Inc.
Thomasville, North Carolina

The Honorable Doug Walgren
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Walgren:

On behalf of the nation's sleep-products manufacturers I am writing to express our industry's great concern for the future of the U.S. Fire Administration, the National Bureau of Standards' Center for Fire Research and related fire-protection services such as Operation Life Safety.

For the second year in a row the Administration is seeking to totally eliminate Federal funding for these public safety efforts. While Congress must find ways to reduce the deficit, we believe that a solid case can be made against zero-funding programs which have a direct bearing upon public safety.

Our association is proud to serve as a private sector contributor to Operation Life Safety (OLS), a unique program blending private and public resources to protect lives and property through the installation of fire detection, warning and automatic sprinkler systems in buildings where people live and work. At a time when there are 5,000 fire deaths every year, OLS has set ambitious goals to improve public safety...to provide quick response sprinkler systems for all newly constructed multi-family residences by 1987, to equip all health care, group care, elderly housing facilities, hotels and motels with sprinkler systems by 1995 and to equip all one and two family homes with reliable smoke detectors by 1990. This sampling of objectives indicates the magnitude of our nation's fire safety program, but OLS prototype efforts during the past two years indicate that these goals can be achieved.

Fortunately NABM is not alone in providing private sector support for Operation Life Safety. The simple truth, however, is that funds provided by the U.S. Fire Administration are the key to the overall viability of this program. If there is no Fire Administration there likely will be no Operation Life Safety, and 5,000 lives will continue to be needlessly jeopardized every year.

(more)

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On a related matter, our industry like every other American industry faces a crisis in finding affordable business insurance. Our problem is further exacerbated by public and private pressure to address the subject of toxic gases emitted when organic materials burn. We are encouraged that the Center for Fire Research has evolved into an internationally respected scientific research facility to understand the destructive by-products of combustion, but we are distressed that the Administration seeks to eliminate the Center. As a private sector contributor to this program as well, NABM feels quite strongly that this research is essential if we are to reduce the fire death rate, find answers to the toxicity problem and control the liability exposure of our manufacturers.

We ask your support for continued funding for the U.S. Fire Administration and the Center for Fire Research in the FY '87 budget, and we welcome your response.

Sincerely,

Russell L. Abolt

Russell L. Abolt
Executive Vice President

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The Onondaga County
Fire Chiefs
Association, Inc.
P.O. Box 40 Cicero, New York 13039

April 2, 1986

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COMMITTEE ON SCIENCE
AND TECHNOLOGY

The Honorable Don Fugua
House of Representatives
2269 Rayburn HOB
Washington, D.C. 20515

Dear Mr. Fugua:

In recent weeks, we have read with concern the coverage in Fire Service Magazines of the proposed cuts in the federal fire programs. As Secretary of the Onondaga County Fire Chiefs Association, I want to point out the effect these cuts could have on the delivery of fire protection services to the citizens of Onondaga County.

Fire deaths have dropped 20 percent in the last five years. The United States still has ONE OF THE HIGHEST FIRE DEATH RATES in the industrialized world. We are not at all proud of this, are you?

We are in the need of continuous innovations for the development of new housing materials, firefighter safety, more improved training, and public education on the federal level. In conclusion the United States continues to suffer from one of the highest fire death rates in the world, yet the fiscal year 1987 federal budget asks for "ZERO FUNDING" for the Center of Fire Research! It also eliminates the student stipend program at the National Fire Academy.

Without federal support the fire departments in Onondaga County cannot continue as effectively and efficiently as it has and WE strongly urge that you vote in opposition of the cuts in the federal fire programs.

We would like to thank you for your support and cooperation on the Federal Fire Programs.

FOR THE ONONDAGA COUNTY FIRE CHIEFS ASSOCIATION.

Sincerely,

Kenneth Pieniowski
Secretary

Home Address: 4307 Onondaga Blvd.
Syracuse, N.Y. 13219

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